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DISCRIMINATION AGAINST WOMEN

CONSIDERATION OF REPORTS SUBMITTED BY STATES PARTIES UNDER ARTICLE 18 OF THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN

Second periodic reports of States parties

JORDAN*

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* For the initial report submitted by the Government of Jordan, see CEDAW/C/JOR/1.

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Introduction

The Hashemite Kingdom of Jordan ratified the Convention on the Elimination of All Forms of Discrimination against Women in July 1992 and submitted an initial report covering the year following the Convention's entry into force in Jordan. The present report, submitted in accordance with article 18 (b) of the Convention, covers the period from July 1993 to July 1997 and fills in some gaps in the initial report.

This report was prepared with the active participation of many public institutions and non-governmental organizations. The Jordanian National Committee for Women asked all concerned governmental and non-governmental bodies to provide it with the data needed to prepare the report, a preliminary version of which was studied and refined by legal and other experts from public and private bodies, at three meetings organized in cooperation with the United Nations Children's Fund (UNICEF). The report was finalized at a national workshop organized in conjunction with the United Nations Development Fund for Women (UNIFEM). Annex I lists the bodies which helped draft the report and the participants in the above-mentioned meetings and workshop. The Jordanian National Committee for Women will disseminate the report to the public bodies and non-governmental organizations concerned, so that they can refer to it in drawing up their plans related to the status of women in Jordan.

I. IMPLEMENTATION OF THE PROVISIONS OF THE CONVENTION

Part I: articles 1 to 6

Article 1. Discrimination against women

> "For the purposes of the present Convention, the term 'discrimination against women' shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field".

1. The notion of discrimination against women is alien to the Jordanian laws currently in force, since the principle of non-discrimination is embodied in article 1.6 of the Constitution, which states that "All Jordanians are equal before the law in rights and obligations, without distinction as to race, language or religion". By "Jordanians", the Constitution means the men and women of Jordan without distinction, in that legal doctrine and interpretation agree that the plural of the adjective of nationality of a given country denotes that country's inhabitants of both sexes. While there are those who believe that the Constitution's omission of the feminine form of the adjective (in Arabic) gives the legislature a certain leeway as regards discrimination against women, the National Charter, a non-legally binding document which nevertheless sets forth the basic principles and procedures governing action by the public

authorities, expressly affirms the constitutional equality of men and women, who together contribute to the development and modernization of Jordanian society, as well as equity and equal opportunity for all citizens regardless of sex.

2. The ratification of the Convention (with the exception of the articles to which Jordan has entered reservations) is an expression of Jordan's ongoing concern to consolidate equality between the sexes, in that any international instrument which Jordan ratifies or accedes to acquires the force of law within the country. It should be mentioned that, as of the drafting of this report, the necessary formalities for the Convention's publication in the Official Gazette and for it to become legally binding had not all been completed.

3. Although the principle of equality is set forth in the Constitution and in Jordanian law, some existing laws contain discriminatory provisions; this aspect is dealt with in greater detail in paragraphs 4, 5, 14, 16, 32, 41, 50, 53, 97, 102 and 139 below. However, both the State and civil society are determined to amend these discriminatory laws, some of which, as will be seen later, have already fallen into disuse. The amendment process is facing procedural difficulties as regards the formulation, submission and consideration of amendments and their referral to the legislative branch, and subsequently the executive branch, for implementation. Moreover, the discriminatory practices affecting women in Jordan stem not from the law but, more often than not, from customs inherited from the past, as happens in many traditional societies. This aspect too will be dealt with in greater detail under the relevant provisions of the Convention. The obstacles to rapidly improving the status of women in Jordan can all be explained by the gap between the law and its application, by ignorance of women's rights among society at large and among women themselves, by lack of data and information on the role of women in many sectors and the failure of the media to publicize women's rights adequately, and by the relative absence of information on this issue in school and university curricula.

Article 2. Policy and measures for the elimination of discrimination

> "States Parties condemn discrimination against women in all its forms, agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake:
>
> (a) To embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and to ensure, through law and other appropriate means, the practical realization of this principle".

4. In addition to embodying the principle of equality of men and women, as mentioned in paragraph 1 above, Jordan's Constitution affirms the right of all Jordanians to employment, education, security and the exercise of public office and their right to personal liberty, freedom of speech, freedom of worship and freedom of assembly, as well as freedom to form associations and political parties and to challenge the actions of the public authorities. Although the principle of equality is embodied in Jordan's Constitution and legislation, however, some laws are, as mentioned earlier, somewhat defective as regards women's rights. The process of amending these laws, which has already begun, will be scrutinized throughout this report under the relevant articles of the

Convention. The regulations followed by different administrations (the civil status administration, for instance) are also flawed in ways which are difficult to summarize here but which, as will be seen later, are in the process of being corrected.

5. There is a commendable determination, both in political circles and in society at large, to modify texts and practices which continue to discriminate against women. The process has already begun, although clearly it will take some time. Many changes have taken place in Jordan which have allowed Jordanian women to play a fuller role in society, but these social changes have not been accompanied by legislative and regulatory changes. As a result, laws and practices persist which discriminate against women by giving men advantages which women do not enjoy, on the grounds that the man is primarily responsible for his wife, his children, his parents and his unmarried sisters (this differentiation between men's and women's rights is to be found in the laws and regulations on social security, retirement, medical insurance and income tax).

6. In accordance with human rights principles and in an effort to make the principle of equality a reality, Jordan has acceded to many international instruments in this area, including the following:

- Universal Declaration of Human Rights;
- International Covenant on Economic, Social and Cultural Rights;
- International Covenant on Civil and Political Rights;
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- International Convention on the Elimination of All Forms of Racial Discrimination;
- International Convention on the Suppression and Punishment of the Crime of Apartheid;
- Convention on the Prevention and Punishment of the Crime of Genocide;
- Convention on the Rights of the Child;
- Convention on the Political Rights of Women;
- Convention on the Nationality of Married Women;
- Convention on the Elimination of All Forms of Discrimination against Women;
- Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages;
- International Convention against Apartheid in Sports;

- Slavery Convention;
- Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery;
- Convention on the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.

Article 2 (b)

> "To adopt appropriate legislative and other measures, including sanctions where appropriate, prohibiting all discrimination against women".

7. Amendments have been made to laws which are flawed as regards women's rights, but none of these amendments envisages sanctions aimed at eliminating discrimination against women. During the period covered by this report, the Jordanian National Committee for Women, the national body responsible for women's issues, and many non-governmental women's organizations studied the texts of the laws in question and proposed amendments to them.

Article 2 (c)

> "To establish legal protection of the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination".

8. Although there are no express laws on the protection of women against discrimination, many measures were taken by public bodies and non-governmental organizations during the period covered by this report, all of which envisage such protection. Among the public authorities, the Amman central police department launched preparations for the establishment of a family protection division by organizing a workshop on the problem of domestic violence in March 1995 which was attended by many police officers. Subsequently, in April 1997, it organized a workshop on investigation methods to be used in dealing with victims of sexual violence, which pointed to the need for a mechanism for ensuring the protection of women and child victims of domestic violence. The restoration of democracy in Jordan has also provided everyone, male and female, with many mechanisms for defending their rights. For instance, an oversight and investigation unit has been set up to monitor respect for laws and regulations by State bodies. Oversight of the actions of the executive branch is also one of the main functions of the Chamber of Representatives. Non-governmental organizations, for their part, have set up many centres which provide advisory services for women and are preparing to open shelters for women victims of domestic violence. The newly created Jordanian National Committee for Women, whose powers and working methods are described in detail in paragraphs 17 to 21 of this report, constitutes the national machinery for monitoring the implementation of the Convention, although it should be mentioned that the Committee does not have the power to receive and handle individual complaints and that its sphere of action is limited to overall policy-making for the strengthening of women's rights.

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9. One non-governmental organization has conducted a study on the protection and education of women in administrative detention who are at risk of being killed by kinsmen seeking to "avenge the family honour". The study, covering 25 women who had committed acts bringing dishonour on their families (adultery, pregnancy out of wedlock, vagrancy, etc.), looked at their behaviour from three standpoints - religious, legal and social - and correlated their deviant behaviour with the following factors: age, educational level, family and social relations, family upbringing and information. Being young and/or uneducated, experiencing disrupted family and social relations, living in crowded slums and watching television soap operas were all found to be major contributing factors to deviant behaviour. The study also analysed the psychological and social situation of female detainees in rehabilitation centres and recommended ways of assisting them and of combating the phenomenon of "honour" crimes by organizing awareness-raising lectures and programmes to help young people integrate in society.

Article 2 (d)

> "To refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation".

10. Jordanian law gives all citizens, men and women, the right to lodge complaints against public authorities or institutions and private institutions and individuals, but makes no express provision for penalizing or punishing those who discriminate against women.

Article 2 (e)

> "To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise".

11. The overall policies and guidelines followed during the reporting period were characterized by an obvious desire to coordinate the work of amending the law with that of creating social conditions conducive to acceptance of those amendments. Many public institutions, non-governmental organizations and institutions of civil society organized educational and awareness-raising lectures and seminars throughout the country on women's rights and on the provisions of the Convention. Some non-governmental organizations also set up telephone hotlines to receive women's complaints and give them legal, social and psychological counselling and advice. The various media played an active role in raising public awareness of women's rights through their regular programming and also through special programmes on events such as the celebration of International Women's Day or the holding of national, regional or global conferences on the subject.

Article 2 (f)

> "To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women".

12. Despite the studies and seminars on this subject and the many calls to amend existing laws and regulations which constitute discrimination against women, the country did not, until recently, have an appropriate mechanism for studying national legislation as a whole and formulating and following up proposed amendments with the public authorities. With the creation of the Jordanian National Committee for Women, whose functions include this aspect, the procedures for such action are becoming clearer. The Committee's powers are described in paragraph 20 below.

13. Modifying laws and regulations is not an easy or a quick task, but it is still easier than modifying social customs and practices, a task which takes more than one generation to complete. The period covered by this report was not long enough for there to be visible changes in habits and customs rooted in Jordanian society, but some positive changes can be seen in the status of women and in society's acceptance of those changes, the best example being the widespread acceptance of education for women since the 1950s and the change in society's attitude to employment for women over the same period.

Article 2 (g)

> "To repeal all national penal provisions which constitute discrimination against women".

14. Some articles of the Jordanian Penal Code (Act No. 16 of 1960) are being challenged by human rights, particularly women's rights, organizations and activists. The Legal Committee of the Jordanian National Committee for Women (concerning which fuller information is given both in this paragraph and in paragraphs 15, 16, 22, 50, 51, 53 and 97 below) has proposed amending a number of articles of the Code, particularly articles 281, 192 and 340, on the penalties imposed on those who commit violence against women, whether physical or psychological abuse, rape or murder, and article 282 on the penalties for adultery. The proposed amendments are all motivated by the concern to ensure equality between the sexes and the same proportionality between the crime and its punishment, taking into account the principles of the Islamic shariah and human rights. Article 281 stipulates that: "Anyone who repudiates his wife and fails to apply to a judge or his substitute within the following two weeks to have such repudiation registered, in accordance with the Family Code, shall be liable to a maximum prison sentence of one month or a maximum fine of 15 dinars". To increase the penalties for failure to register repudiation, an action prejudicial to the repudiated wife, the Legal Committee has proposed that the article be amended as follows: "Anyone who repudiates his wife and fails to register such repudiation within the following two weeks, in accordance with the Family Code, shall be liable to a maximum prison sentence of one month or a fine of no less than 100 dinars and no more than 1,500 dinars".

15. Article 292, which establishes the penalties for rape, was amended in 1988 and now reads as follows:

> "1. Anyone who has sexual intercourse with a woman (other than his wife) without her consent, whether by force, threats or deception, shall be liable to a minimum of 10 years' forced labour.

> 2. Anyone found guilty of raping a girl under the age of 15 years shall be liable to capital punishment".

The penalty is increased in cases of rape, and may even extend to capital punishment, but the article makes no mention of penalties for having sexual intercourse without violence, especially when the female partner is under 15 years of age. The Legal Committee has therefore proposed adding the following clauses to the article:

> "3. Anyone who has sexual intercourse, without using violence or threats, with a member of the female sex aged under 15 years shall be liable to forced labour.
>
> 4. Anyone who has sexual intercourse, without using violence or threats, with a member of the female sex aged under 12 years shall be liable to a minimum of seven years' forced labour".

16. With regard to paragraph 1 of article 340 of the Penal Code, which gives the benefit of impunity to a man who kills or injures his wife or one of his female kin (with whom sexual intercourse is not permissible) whom he has just caught committing adultery, the Legal Committee has proposed dropping the impunity clause and replacing it with one of extenuating circumstances which would benefit women and men equally, knowing that in practice this article is very rarely applied.

Article 3. Guarantee of the exercise of human rights and fundamental freedoms

> "States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men".

17. One of the most important political measures to ensure the development and advancement of women in Jordan was the creation, by decree of the Council of Ministers dated 12 March 1992, of the Jordanian National Committee for Women. Chaired by Her Royal Highness Princess Basma Bint Talal and composed of representatives of the competent public bodies and the main private institutions, the Committee debates women's policies and works to promote equality of men and women and the integration of women in the development process. This strategic partnership between the public and private sectors in pursuing common objectives has provided the country with a body that is formally empowered to recommend policies for giving women equal opportunities with men in the areas of political participation, social services, health and medical care, education and land ownership.

18. In order to strengthen the role of the National Committee, the Council of Ministers promulgated a decree on 12 September 1996 which gave it the following functions and powers:

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1.1 To design overall policies related to the status of women in all areas and to establish the relevant priorities, plans and programmes in the public and private sectors.

1.2 To monitor the implementation of the National Strategy for Women and to improve and update it.

1.3 To study, in coordination with the various entities concerned, existing laws and draft laws and regulations on the status of women, in order to ensure that they do not discriminate against women.

1.4 To propose laws and regulations designed to consolidate the gains made by women, or to prevent discrimination against them, in all areas.

1.5 To strengthen communication, exchanges of data and expertise and similar activities at the local, inter-Arab and international levels on all aspects of women's issues and the enhancement of their status.

1.6 To take part in the work of all committees and other official or advisory bodies set up by the Government relating either directly or indirectly to the status of women.

1.8 To oversee the application of laws and regulations, to ensure that it is not discriminatory against women, and the implementation of policies and activities provided for in national plans and programmes related to the status of women.

1.9 To put in place a network of communications between the competent ministries and other public bodies and the National Committee, in order to help the Committee achieve its objectives.

1.10 To put in place a committee of non-governmental women's organizations, to be called the "Non-governmental Organizations Coordinating Committee", the objectives, mandates and methodologies of which will be established by the National Committee.

2. The National Committee is for all official bodies the authorized interlocutor on women's activities and related issues, and all official bodies must consult the Committee before taking any decision or measure in this area.

3. The National Committee is responsible for representing Jordan at local, inter-Arab and international forums, conferences and meetings on the status of women.

4. The National Committee transmits its recommendations and resolutions to the Prime Minister for appropriate action.

19. In 1993, the National Committee designed the first National Strategy for Women, with the participation of all public and private institutions throughout the country concerned with women's issues. The strategy, which is based primarily on the Jordanian Constitution and National Charter and founded on the principles of the Islamic shariah and the values of Jordanian society, focuses

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on six major areas: legislation, politics, economics, social development, education and health. The full text of the National Strategy for Women is contained in annex 2 to this report.

20. The Committee's General Secretariat supervises its activities in cooperation and coordination with three official subsidiary bodies of the Committee: a Legal Committee, a Non-governmental Organizations Coordinating Committee and a network of communications with public bodies. Details on these three bodies follow:

1. The Legal Committee consists of a number of legal experts, men and women, who review the entire body of Jordanian laws and regulations to determine which of them contain provisions that discriminate against women or violate their rights, so that the necessary amendments can be proposed to the National Committee, which in turn puts them to the Jordanian Parliament.

2. The Non-governmental Organizations Coordinating Committee consists of representatives of the main Jordanian women's associations. Its purpose is to coordinate the activities of the various organizations dealing with women's issues in order to avoid duplication, particularly in implementing the Jordanian plan to follow up the Beijing Conference and in forming pressure groups to promote adoption of the policies and legislative bills proposed by the National Committee.

3. The network of communications with public bodies consists of policy makers, men and women, who represent the various Ministries and other State bodies and are in direct contact with the Ministers and General Secretaries of those bodies. The purpose of the network is to provide the National Committee with information on the status of women in the public sector so that the Committee can identify the obstacles and difficulties to be overcome and propose legislative amendments and policy changes to that end. The network's members also help determine the extent to which the Beijing Platform for Action and the National Strategy for Women are being implemented in the public sector.

21. In this regard, it should be noted that the Jordanian National Committee for Women, in cooperation with numerous public bodies and non-governmental organizations, has developed a national programme of action for the development of Jordanian women as part of the follow-up to the implementation of the Platform for Action and the recommendations of the Fourth World Conference on Women (Beijing, 1995). This programme, all elements of which are aimed at integrating Jordanian women fully into the political, economic, social and cultural development of the country, stresses the need to ensure the political, economic, social and cultural integration of all citizens, men and women, on an equal footing and the importance of closing the gap between the recognition of women's rights and the role guaranteed them under the law and the actual social reality and women's personal and social situation.

22. The national programme of action covers a number of key issues which correspond closely to the 12 strategic objectives of the Beijing Platform for Action: equality, justice and women's rights; ending women's marginalization and strengthening their independent means of action; political participation and decision-making; family matters; poverty eradication; participation in natural

resource use and management; and environmental protection. The national programme of action, which translates into action the commitments made by Jordan at the Beijing Conference, is the result of a combined effort by governmental and non-governmental institutions over a period of more than two years, within a framework for dialogue provided by the National Committee. Its implementation will also be a collective effort and will strengthen the operational links between the parties involved in this process.

23. Non-governmental organizations play an essential role in making women aware of their fundamental rights. Many such organizations have organized workshops and lectures designed to make women aware of their fundamental, legal, social and religious rights. For example, one non-governmental organization organized a seminar on the topic "The rights of the girl child", viewed from the standpoints of religion, law, health, education and culture, at which the role of governmental, non-governmental and international organizations in eliminating discrimination against girls was also examined. Participants presented an analysis of the strategic objective on the girl child contained in the Beijing Platform for Action.

24. Another non-governmental organization launched a project, "Grass-roots democracy", the purpose of which is to give women a better understanding of the fundamental principles of democracy and of the importance of participation in decision-making by creating women's pressure groups. Those groups organized training seminars for women and encouraged them to nominate candidates and to vote in the 1997 elections. The groups disseminate information on issues related to the status of women and to discrimination against them, primarily through awareness-raising campaigns and courses, discussions with influential politicians and publications on democracy, gender equality and the importance of participation. They also endeavour to evaluate the impact of such activities on women's participation in the decision-making process as candidates and voters. Obstacles encountered by the project include the absence of a quota of seats reserved for women; society's traditional attitudes towards women; stereotypes of women in the media; the convention of "one voice", which lessens the individual's role by giving priority to the group consensus; lack of funding for women's election campaigns; and the limited role played by non-governmental organizations, which the law has thus far barred from participating in political activities. Nevertheless, the project has made it possible to formulate a number of recommendations for increasing women's participation both as voters and as candidates. These include organizing additional workshops on the topic sufficiently in advance of elections; devoting such workshops to the political and social problems and difficulties encountered by voters and candidates; organizing an awareness-raising campaign aimed at girls aged 14 to 18 years (pre-voting age); changing media stereotypes of women; using religious symbols that encourage women's participation; and creating pressure groups to push for changes in the electoral law or a quota of seats reserved for women.

25. Non-governmental organizations have produced plays and television films on the rights of the child and have successfully implemented a programme for protecting the most seriously disadvantaged sectors of society (women whose rights have been violated, older persons and young people) and strengthening their civil rights. The programme includes counselling, education and training programmes to enhance women's qualifications in various fields, and workshops on

social and family problems. One organization sponsors lectures on the Convention on the Elimination of All Forms of Discrimination against Women and provides women with advisory services and counselling on ways to solve problems without going to court. It has also set up a legal assistance hotline. According to the organization's statistics, between 1994 and 1997, 600 cases were settled out of court by its specialized counsellors, while 400 cases went to court.

Article 4: Special measures aimed at accelerating de facto equality between men and women

> "1. Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved".

26. The National Strategy for Women drawn up by the Jordanian National Committee for Women was adopted by the Jordanian Government as a special measure aimed at accelerating de facto equality between men and women. The Government has asked all its bodies and institutions to implement the Strategy within their respective area of competence. With regard to special measures such as quotas for women in decision-making posts (in the Government or in Parliament), despite numerous debates on the issue and many calls for the temporary adoption of such a system, the Government has yet to take any measures to this end. Nevertheless, while no affirmative action or temporary special measures have been adopted aimed at achieving equality between men and women, there has been a general improvement in the status of women, reflected, inter alia, in their appointment to high-level posts. Every Government since 1993 has included at least one woman Minister; two women were appointed to the Senate in 1993; and women have been appointed judges.

27. Institutions of civil society have also failed to take special measures in favour of women, very few of whom hold high-level posts in non-governmental organizations, professional associations or trade unions. Political parties have included women since the 1950s, but only one party has established a quota reserving 20 per cent of high-level posts for women.

Article 4 (2)

> "Adoption by States Parties of special measures, including those measures contained in the present Convention, aimed at protecting maternity shall not be considered discriminatory".

28. Maternity is considered an important function of Jordanian women and is valued highly by society. During the period covered by this report and at the recommendation of the Jordanian National Committee for Women, the Government amended the 1988 civil service regulations to increase the period of paid maternity leave from two months to three months. With respect to workers in the private sector, the 1996 Labour Code increased the period of maternity leave at full pay from six weeks to ten weeks and mandated breaks in the workday for

breastfeeding infants. The Labour Code also guarantees that women will not be laid off because they are pregnant. It has been pointed out that these provisions, which are intended to protect the maternal function, are not necessarily in women's interests since they sometimes cause employers to avoid hiring women, but there have as yet been no studies to determine the precise impact of these measures on women's real situation in the labour market.

29. It should be noted that some private sector employers use various subterfuges to circumvent the Labour Code, thereby preventing working mothers from exercising their rights. Some employers do not declare all the married women employed by their firm in order to evade their obligations under article 72 of the Labour Code (Act No. 8 of 1996), which requires any firm with at least 20 married women employees to provide appropriate facilities, under the supervision of a qualified childcare worker for its employees' children aged under four years, provided that there are at least 10 such children. Similarly, some employers make their women employees sign letters of resignation in advance so that they can be made to "resign" if they become pregnant. Other employers do not comply with their obligation to permit breastfeeding breaks. For all these reasons, non-governmental organizations and other institutions of civil society are calling for stronger sanctions against employers who break the law or circumvent it for their own benefit.

Article 5. Stereotyped roles for men and women

> "States Parties shall take all appropriate measures:
>
> (a) To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women".

30. The cultural patterns current in Jordanian society are still influenced by tradition and custom as regards both men and women, and hence the whole family, which remains the basic unit of society. According to a 1995 study of Jordanian women's daily lives, these stereotyped cultural patterns can be explained by four main factors: families are not very aware of the problem and, in particular, treat the two sexes differently; society as a whole is not very aware of the problem; women accept their inferior status, lack self-confidence and are unaware of their inherent and legal rights; and the mass media have a harmful effect.

31. Within the family, the father occupies a position which inspires respect and fear and it is not unusual for male children to assume a measure of paternal authority towards female children, reinforcing girls' belief that men are entitled to special status and are vested with authority and decision-making powers. This training and moulding process continues until the girl reaches marriage age, and then she in turn helps perpetuate with her children the role that she played with her mother. Studies also show that Jordanian society is still governed by a number of deeply rooted values and beliefs about relations between men and women and, in particular, about the distribution of roles within the family. Generally speaking, men and women alike remain attached to the

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traditional distribution of roles. As for women's acceptance of their role and their ignorance of their inherent and legal rights, surveys show that two thirds of interviewees think that women should not be men's equals and over 40 per cent believe that women have enough rights in society. Lastly, studies show that the media have a harmful effect on equality and democracy in relations between men and women and on women's liberation because they reinforce the traditional image of women.

32. Act No. 34 of 1974 on personal status stipulates that, for the purposes of the Act, "the head of household shall be deemed to be the father. If the father dies or loses or renounces his Jordanian nationality while his children and wife or wives retain that nationality, the head of household shall be deemed to be the first wife or the eldest child." Since the Act does not state expressly that if the father dies or loses or renounces his Jordanian nationality, the wife becomes the head of household, the Legal Committee of the National Committee submitted a bill amending the Act to read: "For the purposes of this Act, the 'head of household' shall be deemed to be the father. If the father dies, disappears, is permanently or repeatedly absent or loses or renounces his Jordanian nationality while his wife or wives or any of his children retain that nationality, the head of household shall be deemed to be, in order of priority, the wife, if Jordanian; the eldest child (boy or girl); or the most senior Jordanian wife". In practice, however, by tradition the head of household is always a male family member, under whose name the wife is recorded in the Civil Registry; this explains why only a small number of families are officially headed by a woman (10 per cent in 1995).

33. Although tradition and practice do in some cases continue to hinder progress in the status of women, society is interested in and open to women's entry into new fields and non-traditional occupations. From time to time, the media report on women who have entered fields that, until recently, were the exclusive preserve of men. Society responds positively to such events, whether they involve women who become aircraft pilots or drive public transport vehicles or women who hold high-level posts, since Jordanian legislation does not prohibit women from working, except in jobs characterized as hazardous under the Labour Code, as will be seen in greater detail in paragraph 105 of this report.

34. Non-governmental organizations have stepped up their efforts to modify social and cultural stereotypes of men's and women's behaviour, in order to eliminate prejudice based on erroneous ideas. They have organized numerous seminars, meetings and lectures on gender stereotyping in society, put on plays depicting behaviour stereotypes and prejudices that benefit one sex over the other and carried out studies on violence against women in Jordanian society.

35. According to police statistics, the number of crimes against women rose from 326 in 1993 to 483 in 1996, accounting for 12.5 per cent of all crimes committed during that year. These crimes against women were broken down as follows: premeditated murder, 8.3 per cent; attempted murder, 3.3 per cent; abduction, 6.8 per cent; aggravated assault, 18.4 per cent; crimes against honour, 48.7 per cent; rape, 13.5 per cent; and involuntary manslaughter, 1 per cent. The age breakdown of the victims was as follows: under 18 years, 39.3 per cent; 18 to 27 years, 31.7 per cent. Non-Jordanian victims accounted for 11.6 per cent of the total. The primary motives for these crimes were: family

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quarrels (42.6 per cent), long-standing disputes (18.4 per cent) and defence of honour (13.2 per cent).

Article 5 (b)

> "To ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interest of the children is the primordial consideration in all cases".

36. Despite what was said above about the importance which Jordanian society attaches to the maternal function, mothers are often valued more for their role as caregivers than for their social function. Stereotypes about the two parents' responsibilities towards their children, with the father being the breadwinner and the decision maker on important family issues and the mother being responsible for looking after the children, are still strong but they are beginning to change as women's educational level rises, giving women a more active role in family decision-making, and as more women enter the labour market, a situation which inevitably affects the traditional distribution of roles within the family. There has not as yet been any in-depth study to determine the exact extent and primary causes of changes in this area.

37. In cases of divorce, custody of the children is awarded first to the mother, then to the other female members of the family, until the child reaches puberty. Divorce legislation is described in detail in paragraph 191 of this report.

Article 6. Efforts to combat the exploitation of women

> "States Parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women".

38. Ten articles of the Jordanian Penal Code (Act No. 16 of 1960) are devoted to offences of incitement to immorality. Various penalties are prescribed for anyone who incites or attempts to incite a woman to prostitution or who uses threats, blackmail or deception to that end. The Code further establishes penalties for anyone who allows his home to be used for purposes of prostitution or who derives all or part of his income from a woman's earnings from prostitution. The Code also includes two articles on offences against public decency. The first of those articles stipulates the penalties incurred by anyone who sells, distributes or prints pornographic documents, exhibits such documents in an establishment open to the public, runs such an establishment or states or conveys the information that someone is selling such documents. The second article stipulates the penalties incurred by anyone who commits an indecent act in public. All these provisions of the Penal Code provide the legislative basis for combating traffic in and exploitation of the prostitution of women.

39. The penalties incurred by prostitutes and those who incite them to prostitution are prison sentences of one month and three years and fines of 5 to

50 dinars for anyone who incites or attempts to incite a woman under the age of 20 to have illicit sexual relations with another person or who incites a woman to immorality. Anyone who uses threats, blackmail, false allegations or drugs to incite or attempt to incite a woman to have illicit sexual relations is liable to one to three years' imprisonment. Anyone who opens, runs, helps to run or works in a brothel or who rents or owns premises used for prostitution is liable to up to six months' imprisonment, a fine of up to 100 dinars, or both. Anyone with custody of a boy between 6 and 16 years of age who permits him to frequent or live in a brothel is liable to six months' imprisonment or a fine of up to 20 dinars. As for the "clients" of brothels, who are the reason for the very existence of such establishments, the law currently provides no penalties against them and even relies on them as witnesses for the prosecution. This constitutes a flaw in the Penal Code and some people advocate amending the Code in order to punish the "clients" of brothels more severely than the other parties to the offence.

40. In fact, there are relatively few court cases involving prostitution. According to the relevant statistics, there were 62 such cases in 1994 and only 39 in 1997. However, researchers believe that these statistics only account for cases of flagrante delicto; which make up a mere 10 to 20 per cent of all cases. Furthermore, the Penal Code stipulates that flagrante delicto applies only to places used for traffic in women and frequented by more than one couple. Researchers see this provision as the reason why prostitution is under-reported, since it makes it easy to circumvent the law and difficult for the police to make arrests, especially since prostitution also takes place in nightclubs, in the street and in apartments lent by intermediaries.

Part II: articles 7 to 9

Article 7. Political and public life

> "States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right:
>
> (a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies".

41. Although there is no discrimination against women in the Jordanian Constitution, Jordanian women did not win the right to vote until 20 or 30 years after the Constitution was adopted. They could not vote or run for office until 1974 in the case of the House of Representatives, and until 1982 in the case of town and village councils. Electoral law requires only that voters, both male and female, be at least 19 years old, without imposing any other conditions such as educational level or property. There was a high level of women's participation, equal to and in some districts greater than that of men, in the most recent legislative elections. However, some women still face obstacles when it comes to registering to vote: since voter's cards are issued on the basis of the family civil status book, the woman's vote is linked to her husband's and she cannot vote in another district if she wants to.

42. Because of the state of emergency in the country, the Jordanian people were unable to exercise their right to vote or to run for election to the House of Representatives during the period from 1967 to 1989. In the two legislative elections held subsequently (in 1989 and 1993), many women ran for office but only one was elected, in 1993. Women have exercised their right to vote in local elections, but they are reluctant to enter the field as candidates. In order to encourage them to do so and at the initiative of Her Royal Highness, Princess Basma Bint Talal, President of the Jordanian National Committee for Women, the Council of Ministers approved the appointment of 99 women to town and village councils throughout the country, thereby inducing 15 women to run in town council elections; 10 were elected, including one to the post of town council president.

43. In view of the importance of having women in both appointed and elected posts at the local and national levels, the National Strategy for Women has made women's participation in political life one of its main ares of action, in order to increase such participation and make both women and society as a whole aware of its importance.

Article 7 (b)

> "To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government".

44. All the Governments formed since 1993 have included at least one woman Minister, if not two. While civil service legislation makes no distinction between the sexes with respect to recruitment, promotion or rank, no woman was appointed General Secretary of a Ministry during the period covered by this report. Women hold only 6.9 per cent of other decision-making posts in the civil service at the top tier, but 38.6 per cent at the second tier; the latter percentage might appear acceptable, but women in fact hold only 7.5 per cent of all supervisory posts. With respect to the judiciary, during the reporting period and for the first time in Jordan's history, two women were appointed judges; this was a major success for efforts to advance women, particularly since it followed the 1995 Beijing Conference. Non-governmental organizations continue to stress the need to increase the number of women in decision-making posts in all Jordanian institutions.

Article 7 (c)

> "To participate in non-governmental organizations and associations concerned with the public and political life of the country".

45. Historically, Jordanian women began to participate in the public life of the country through charitable organizations; the expansion of such participation parallelled that of public life. Today, women account for 18.8 per cent of the membership of organizations registered with the Ministry of Social Development and for between 25 and 30 per cent of trade union members; however, they still hold very few leadership positions in trade unions. The same is true of professional associations, where women account for only 18.7 per cent of all members. With respect to political parties, it should be

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borne in mind that a multi-party system was restored only recently in Jordan. Women account for 10 per cent of founding members of political parties, but there are no statistics on their actual participation. As was seen above, only one political party has taken affirmative action to guarantee the presence of women in the party leadership.

46. Removal of the legal obstacles to women's participation in political life has not eliminated the other obstacles to their exercising their rights in this area. According to studies on the subject, these obstacles stem primarily from customs and traditions and from the fact that electoral law makes it impossible to vote for more than one candidate, prompting voters, both male and female, to vote for the candidate from their tribe, who is generally a man. Furthermore, economic obstacles make it more difficult for women than for men to conduct electoral campaigns.

47. It should be noted that the restoration of democracy in Jordan has given organizations of civil society a greater role in public policy-making. There has been a quantitative and qualitative growth in women's organizations, and women's participation in the design of policies affecting their status is fully guaranteed through these organizations and their participation, on an equal footing with public bodies, in the work of the Jordanian National Committee for Women. It is important to stress the extraordinary work done by non-governmental organizations to strengthen women's political role in Jordan, particularly during the preparatory period for the 1997 legislative elections, which is covered by this report. These organizations held seminars and workshops, published documents and pamphlets formed women's groups and set up an information office for women candidates. It should be explained that women's associations cannot play their full role in this area, because Act No. 33 of 1966 on volunteer organizations and groups limits their opportunities for political action.

Article 8. Representation and participation at the international level

> "States Parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations".

48. Women account for 17.1 per cent of all employees of the Ministry of Foreign Affairs, but only 15.9 per cent of diplomats. The fact that no woman was appointed to a high-level diplomatic post, such as ambassador, during the period covered by this report has prompted strong demands from non-governmental organizations for the introduction of a quota system in this area. Despite their relatively low level of participation in the diplomatic service, Jordanian women played an undeniable role in representing their country as members of the official or non-governmental delegations to the international conferences held in the 1990s, particularly the International Conference on Population and Development, the World Summit for Social Development and the Fourth World Conference on Women.

49. There are no barriers to Jordanian women applying for posts with international organizations, but there are no detailed statistics on Jordanian

women employed by such organizations and the level of the posts they hold. It should be noted that vacancies with international organizations are advertised by the Civil Service Office in the local press, enabling women as well as men to apply.

Article 9. Nationality

> "1. States Parties shall grant women equal rights with men to acquire, change or retain their nationality. They shall ensure in particular that neither marriage to an alien nor change of nationality by the husband during marriage shall automatically change the nationality of the wife, render her stateless or force upon her the nationality of the husband".

50. The Jordanian Nationality Code allows a Jordanian woman to retain her nationality in the event of marriage to a non-Jordanian or to a person who has taken on a nationality other than Jordanian. The Legal Committee of the Jordanian National Committee for Women has proposed a number of amendments to the Nationality Code to enable a Jordanian woman who marries a non-Jordanian to retain her nationality or to regain it if she gave it up because of her marriage and to give the Council of Ministers the power to grant Jordanian nationality for humanitarian reasons to the children of Jordanian women married to non-Jordanians when those children, having taken their father's nationality, are experiencing difficulties as regards access to education or employment. In other cases, the father may be unable to transmit his nationality to his children under the laws of his country or may have emigrated with his wife and children before the latter acquired his nationality, a situation which renders them stateless, and is clearly detrimental to the fundamental rights of the individual.

51. With regard to the family civil status book, the official document required for administrative procedures such as school enrolment and obtaining a driver's licence, the Jordanian National Committee for Women managed to arrange for it to be issued by the Civil Registry and Passport Service. In the past, this document could not be issued to Jordanian women married to non-Jordanians, but since 12 December 1996 the relevant instructions have been supplemented by the following: "A Jordanian woman who marries an alien shall, after the marriage has been recorded in the Civil Registry, receive a family civil status book as an independent head of household, with an indication of her husband's nationality. The children shall not be listed in this family book since they shall take their father's nationality".

52. As mentioned above, the Legal Committee has proposed a number of amendments to the Civil Status Act to enable a Jordanian woman to retain the family civil status book as head of household in the event of her husband's death, and a divorced woman or a widow to obtain her own book. These proposals have been transmitted to the Council of Ministers to take the necessary action to incorporate them into the Act.

53. The nationality of a Jordanian woman is certainly not affected by her marriage to an alien, but under Act No. 2 concerning passports, Jordanian women can neither obtain nor renew a passport without their husband's permission. The

Jordanian National Committee for Women has requested the repeal of this provision and the Government appears to be ready to grant this request in its new Passports Act. In practice, the amendment is already being applied. Minors can be entered in either the father's or the mother's passport, or obtain their own passport at the request of their guardian or the judge.

Article 9 (2)

> "States Parties shall grant women equal rights with men with respect to the nationality of their children".

54. Jordan entered a reservation to this paragraph of article 9 of the Convention on the grounds that it conflicts with article 3, paragraph 3, of the Jordanian Nationality Code (Act No. 6 of 1954), which stipulates that "Any child born of a father with Jordanian nationality shall be Jordanian". The Government also believes that the Nationality Code is determined by political circumstances which dictate that position, since Jordan has also signed a League of Arab States convention which prohibits the holding of the nationality of more than one Arab State. However, as stated in paragraph 53, the Jordanian National Committee for Women has formally requested that the Council of Ministers be given the power to grant Jordanian nationality for humanitarian reasons to the children of Jordanian women married to aliens.

55. Non-governmental organizations definitely play a role in raising women's awareness of their rights under the Civil Status Act and the Nationality Code. Jordanian women married to non-Jordanians sometimes encounter difficulties in raising, educating and finding employment for their children, so non-governmental organizations are demanding the withdrawal of the reservation to article 9 of the Convention or at least some interim measures on the part of the authorities in order to solve this problem. Some positive steps have been taken to this end, including Decision No. 1283 of 1996 of the Council for Higher Education, which stipulates that the children of Jordanian women married to non-Jordanians but holding a Jordanian family civil status book shall enjoy the same treatment as Jordanian children as regards their right to enrol at Jordanian universities.

Part III: articles 10 to 14

Article 10. Education

> "States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:
>
> (a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training".

56. The Jordanian Constitution stipulates that the State shall provide education to the extent of its means (article 6.2) and that primary education is compulsory for all Jordanians and free in public schools (article 20). Act No. 3 of 1994 on education reaffirms this right to education and makes the entire period of basic education (corresponding to primary education, the first cycle of secondary education and the first year of the second cycle of secondary education under the previous system, or 10 years instead of 9) compulsory. The Act also reaffirms the principle of gender equality by stating in its definitions section that: "For the purposes of this Act, the masculine form is also used to designate the feminine". With regard to universal education, the measures actually taken are not sufficient to guarantee the application of the Act to the entire population aged under 16 years, and no official measures are being taken to combat the non-enrolment that still persists.

57. The educational philosophy which underpins the Act has three components - intellectual; national, patriotic and humanist; and social. The social component embodies the following six principles: "(a) Jordanians are equal in political, social and economic rights and duties and are differentiated by their contribution and commitment to their society; (b) respect for individual freedom and human dignity; (c) the cohesion and permanence of society are a benefit and a necessity for each of its members and their essential prerequisites are social justice, a balance between the needs of the individual and those of society, mutual assistance and cooperation among individuals for the common good and a sense of individual and social responsibility; (d) social progress is dependent on individual discipline, which preserves the national interest; (e) political and social participation within a democracy is an individual right and a duty to society; (f) education is a social necessity and a universal right, to the extent of each person's aptitudes and abilities".

58. Education as defined by the Act comprises: (a) pre-school education (nursery schools) which lasts a maximum of two years; (b) basic cycle of education, which lasts 10 years and is compulsory, free in public schools and open to children aged 6 to 16 years, pupils - whether boys or girls - being allowed to leave school before the age of 16 only by decision of a specialized medical panel; and (c) secondary education, which lasts two years any takes two basic forms - general secondary education, focusing on common general knowledge, and practical secondary education, focusing on apprenticeship and vocational training.

59. Girls' rates of enrolment in the above levels are excellent and in some cases higher than those for boys. In pre-school education, which is not compulsory, the enrolment rate for girls in 23.93 per cent, as compared with 27.05 for boys. In basic education, which is compulsory, the rates are 94.98 per cent for girls and 94.25 per cent for boys. Lastly, in secondary education, the rates are 72.22 per cent for girls and 67.22 per cent for boys. As regards the general educational level of the population aged over 15 years, the results of the 1996 survey of standards of living revealed a certain qualitative imbalance at all educational levels, as can be seen from table 1, except under the heading "university undergraduates", where the imbalance is in women's favour. The table also shows how educational levels have improved over the generations, with the percentage of women rising as ages get lower, and the biggest imbalances being under the heading "no schooling".

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Table 1. Percentage distribution of the population aged 15 years and over, by age group, sex and educational level

Educational level																Age
Total (100 per cent)		University undergraduates		Intermediate diploma		General secondary		Vocational secondary		Basic		Primary		No schooling		
F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	
8 165	2 353	0.0	0.0	0.1	0.2	11.3	10.4	1.1	1.3	45.0	44.3	37.2	38.8	3.3	4.9	15-19
1 815	2 028	5.8	7.0	14.2	9.5	25.0	23.1	4.7	7.4	31.0	34.1	12.3	13.2	7.0	5.5	20-24
1 572	1 765	7.5	13.4	19.7	15.4	20.0	14.5	3.7	9.0	25.3	27.0	14.0	13.1	9.7	7.6	25-29
1 155	1 195	6.9	14.9	16.0	17.5	16.5	14.9	2.1	4.6	26.0	26.2	18.0	14.3	14.6	7.7	30-34
661	874	5.9	18.4	14.8	11.8	11.3	12.4	2.2	2.9	19.6	20.8	20.2	21.0	26.0	12.6	35-39
843	661	4.3	17.8	8.3	8.3	7.9	13.4	1.2	3.8	17.2	17.5	23.1	23.3	37.1	15.8	40-44
537	543	3.1	21.9	5.0	6.4	9.2	12.3	0.6	2.0	12.2	17.0	18.0	21.0	51.9	19.4	45-49
469	563	2.1	16.9	2.8	3.6	6.7	10.8	0.1	2.2	9.3	15.0	13.3	24.8	65.4	26.8	50-54
454	440	0.9	9.8	2.1	3.2	4.1	7.5	0.4	0.6	3.9	17.2	6.1	18.5	72.4	42.2	55-59
347	366	0.0	5.1	0.0	2.0	0.5	4.3	0.0	0.3	3.7	10.5	4.5	16.6	91.4	59.2	60-64
198	211	1.9	2.6	0.9	0.8	0.4	1.1	0.0	0.0	1.1	6.5	5.9	24.4	89.8	64.7	65-69
166	150	0.4	4.3	0.0	0.4	1.1	4.9	0.0	0.0	1.1	7.3	4.1	12.1	93.2	71.1	70-74
169	198	0.0	0.9	1.0	0.0	0.0	2.8	0.0	0.0	0.0	2.3	0.0	13.5	99.0	80.5	75 +
10 551	11 347	3.9	10.0	9.4	8.1	13.8	13.6	2.1	4.2	25.3	27.7	19.2	21.3	62.3	15.3	Total

Source: Department of Statistics, Survey of Standards of Living in Jordan, 1996.

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60. General secondary education comprises courses of study in science, literature, and law (Islamic law) and vocational courses. As can be seen from table 2 below, disparities exist between boys and girls in terms of courses of study, but are significant only in the case of vocational courses, where the number of girls is barely half that of boys.

Table 2. Distribution of the general secondary school population, by grade, sex and course, 1996-1997

		Total	Science	Literature	Law	Vocational
Junior	Total	2 797	1 141	887	48	721
	Boys	1 354	459	439	20	436
	Girls	1 389	662	415	28	284
	Coeducational	54	20	33	0	1
Senior	Total	2 635	1 160	852	39	584
	Boys	1 259	461	438	17	343
	Girls	1 326	682	382	22	140
	Coeducational	50	17	32	0	1

Source: Ministry of Education, Compendium of educational statistics for the 1996-1997 school year.

61. Vocational secondary education comprises the following courses of study: education, business, agriculture, industry, health care and hotel management; there are also vocational centres for boys and vocational centres for girls. Table 3 shows that there are very few girls in agricultural and industrial courses and none in hotel management courses. On the other hand, girls outnumber boys in business and paramedical courses.

Table 3. Distribution of the vocational secondary school population, by course and sex, 1996-1997

Course	Boys	Girls	Total
Business	4 535	5 433	9 968
Agriculture	783	48	841
Industry	7 531	4	7 535
Health care	466	1 588	2 054
Hotel management	1 304	0	1 304
Vocational centres for boys	8 647	0	8 647
Vocational centres for girls	0	1 315	1 315
Total	23 266	8 398	31 664

Source: Ministry of Education, Compendium of educational statistics for the 1996-1997 school year.

62. In addition to the educational services provided by the Ministry of Education and other public bodies, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the private sector and volunteer organizations, the Vocational Training Agency provides training for different sectors of the population based on the needs of the Jordanian labour market. The Agency has 36 vocational training centres, of which 18 are reserved for girls, but it also uses the educational facilities of other institutions - schools, charities, etc. The number of girls attending these vocational training courses is still quite low, however: from 1993 to 1996, the Agency trained 7,500 girls as compared with nearly 40,000 boys.

63. There is equal opportunity between the sexes in access to higher education, since the only requirement for admission to university is a command of the knowledge acquired in the preceding level of education. As a result, there are 94 female students for every 100 male students enrolled in Jordanian universities. To ensure equal opportunity for students from disadvantaged backgrounds, affirmative action has been taken in the form of the setting aside of 15 per cent of university places for them.

64. The overall percentage of girls at all levels of higher education is 42.7 per cent, but it declines as the level rises: to 34.7 per cent at the first degree level and 26.4 per cent at the master's and doctoral levels. Since women make up 47.8 per cent of the country's total population, one can see from table 4 that the percentage of women students is higher than the percentage of women in the overall population in the following fields: education, public relations, human sciences and theology, fine arts, natural sciences, medicine,

pharmacy and paramedical disciplines and urban planning. The reverse is true in other fields.

65. Non-governmental organizations arrange many educational and training activities for women. In the educational field, Jordan has 55 private associations which own schools attended by girls as well as boys. Two associations run faculties reserved for girls. Institutions in the training field provide training in many occupations, as shown in table 5. That table also shows that women continue to be directed towards traditionally female courses of study. Many women take courses in dressmaking and traditional occupations, but very few in occupations which society considers to be men's prerogative (construction, roofing, painting, electricity and auto mechanics, for example).

66. In addition to providing educational and training services, non-governmental organizations continue actively to promote the education of women and their right to equal opportunity in all fields, including access to internships and scholarships. These organizations have held seminars and conferences to discuss the school dropout problem and raise families' awareness of the importance of education for girls, opened literacy centres in rural areas, produced plays on the importance of equal opportunity for men and women in education, produced films, published posters and held conferences and seminars on health education. A symposium on women's education in the twenty-first century was also held to analyse the "women's education" element of the Beijing Platform for Action and to publicize the governmental, non-governmental and international organizations working to enhance the status of women in the area of education. One such non-governmental organization working in education conducted two studies on the level of proficiency among fourth-year and eighth-year pupils in the following subjects: mathematics, science, Arabic and ability to take initiative. These studies showed that girls' proficiency in mathematics and science is 1.7 per cent lower than that of boys in eighth year but 5.6 per cent higher in fourth year.

Table 4. Distribution of the university undergraduate population, by field of study and sex, 1995-1996

Field of study	Total	Women students	
		Number	Percentage
Education	8 232	4 756	57.7
Public relations	311	168	54.0
Human sciences and theology	11 892	7 807	65.6
Fine arts	643	415	64.4
Social sciences and ethics	4 755	2 238	47.0
Business and management	14 460	3 959	37.3
Physical education	1 068	507	47.5
Law	5 193	1 355	26.0
Agriculture	2 059	921	44.7
Natural sciences	4 126	2 473	59.9
Mathematics and computer science	5 589	1 745	31.2
Medicine	987	319	32.3
Dentistry	628	333	53.0
Veterinary science	161	47	29.1
Pharmacy	3 971	1 953	49.1
Paramedical professions	2 286	1 163	50.8
Engineering	6 706	1 410	21.0
Urban planning	876	445	51.9
Applied engineering	1 751	319	18.2
Total	75 693	32 343	42.7

Source: Ministry of Higher Education, Annual Report, 1996.

Table 5. Training programmes offered by non-governmental organizations

Training programme	Number of institutions	Number of trainees	
		Boys	Girls
Dressmaking	240	136	4 366
Weaving, knitting	124	62	1 695
Typing, secretarial	28	162	646
Cosmetology	45	4	628
Crafts	23	5	5 673
Flower arranging	70	0	845
Production projects	88	374	311
Building trades	1	48	0
Carpentry	2	12	4
Computer science	7	7	92
Automotive trades	4	87	0
Painting on glass	4	0	44
Literacy	21	128	366

Source: Ministry of Social Development, Annual Report, 1996.

Article 10 (b)

> "Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality".

67. Educational curricula and textbook content are designed for all pupils without distinction. General examinations at the secondary level are designed for all students without distinction as to sex and teaching staff are also available to all pupils on the same basis. Women account for 58 per cent of the teaching staff in Ministry of Education schools, the rate being 59 per cent in basic education. Women hold 4 per cent of head of department posts in the Ministry, but the rates are much higher for school principal posts, with women holding 67 per cent of such posts overall - 98.5 per cent at the pre-school level, 66.7 per cent in basic education and 53.3 per cent in higher secondary education.

68. In the 1996-1997 school year, Jordan had a total of 4,407 schools, of which 2,414 were coeducational and 808 were for girls only. These schools, which come under the authority of either the Ministry of Education or other public bodies, UNRWA, the private sector or organizations of civil society, do not practice any form of discrimination against girls or boys. The pupil-teacher ratio is more

favourable for girls, with 16.4 pupils per teacher in girls' schools as compared with 27.2 pupils per teacher in boys' schools.

69. To cope with the increase in the number of school-age children, many buildings have had to be rented and converted into schools, but are not equipped for such use and do not offer an appropriate educational environment. They often lack space and light, proper bathrooms, laboratories and other essential school facilities. The general educational modernization programme which the Ministry of Education has been implementing since 1988 includes the construction of new school buildings. Statistics for the 1995-1996 school year show that 14.59 per cent of all pupils in Ministry of Education schools attend classes in rented premises. Girls are more affected by this situation than boys, with 15.6 per cent of them attending school in rented premises as compared with 13.5 per cent of boys. The problem of rented school buildings is also more widespread in towns (where it affects 17.78 per cent of pupils) than in rural areas (where the rate is 16.4 per cent).

Article 10 (c)

> "The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods".

70. Coeducation has been expanding in Jordan for a number of years. At the pre-school level, only two single-sex establishments remain. In basic education, 52.8 per cent of schools are mixed, but this figure drops to 18.2 per cent in higher secondary education, where 39.2 per cent of schools are for girls only and 42.6 per cent are for boys only. In higher education, there is only one university for girls; all the others, both public and private, are coeducational. No studies have been conducted into the advantages and disadvantages of coeducation as compared with separate education. Some people fear that coeducation in schools might indirectly reinforce customs and traditions hostile to this type of education and might ultimately be detrimental to girls. Nevertheless, the opening of a coeducational school usually occurs in response to parental demand.

71. With regard to the revision of textbooks and school programmes, the Ministry has made a preliminary survey of the image of women in textbooks and programmes used in basic education. Improving that image and eliminating the associated stereotypes must be done by a process of experimentation and adaptation. The Ministry is also preparing a project for introducing the concepts and implications of the status of women into teaching programmes.

Article 10 (d)

> "The same opportunities to benefit from scholarships and other study grants".

72. The sole criterion for the granting of scholarships is academic performance, and boys and girls therefore have the same right to apply for and

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obtain a scholarship. However, the number of girls who actually obtain scholarships for study both in Jordan and abroad is disproportionate to the overall number of girl students. Many girls obtain scholarships, but many others forgo them for personal or family reasons. Only 19 per cent of girls took up scholarships to study within Jordan in 1990, and only 7 per cent to study abroad.

73. In addition to State scholarships, there are 65 non-governmental organizations which award scholarships, and 43.5 per cent of recipients are girls. It should be mentioned that some women's organizations award scholarships only to girls, and that 31 organizations provide loans for higher education, of which 31 per cent of recipients are women.

Article 10 (e)

> "The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women".

74. The results of the 1994 population and housing census show that the overall illiteracy rate has dropped to 14 per cent. However, while the rate is only 9.8 per cent for men, it is still fairly high (20.6 per cent) for women. The Ministry of Education is trying to bring the rate down to 8 per cent by the beginning of the year 2000. To accomplish this goal, it has been working with non-governmental organizations to open literacy centres offering instruction to adults who did not have this opportunity in their youth. The Jordanian educational system now incorporates the principle of continuing education, so that citizens who have learned to read, write and count in literacy courses do not subsequently lose that ability. Two years of follow-up courses have been added to the literacy curriculum, and centres for evening classes and correspondence courses have been created to allow those who wish to do so to continue their studies and take the general secondary education examination.

75. Under the literacy programme in effect in Jordan since the 1950s, a literacy course is offered when there are 10 to 15 persons interested in taking it. The Ministry of Education provides literacy students, men and women, with the necessary learning materials free of charge. There are 573 literacy centres in the country, of which 521 are open to women, who account for 9 per cent of all students. It should be noted that in the 15 to 30 age group, the illiteracy rate is lower for women than for men. The curriculum is designed for all adults regardless of sex; however, in terms of the textbooks used, some subjects are addressed primarily to men and others to women (childrearing, domestic hygiene, home economics, social behaviour, etc.).

76. The Ministry of Education runs two kinds of post-literacy programme: general education and vocational training. The general education programme includes the follow-up courses for individuals who have completed the literacy curriculum but cannot, because of their age, continue their studies through the formal education system. On completing the follow-up programme, students receive a certificate of achievement equivalent to completion of the sixth year of basic education. The general education programme also includes evening

classes for people who have been unable to complete their formal education; on completing this programme, students take the general secondary education examination. Lastly, there are non-formal education courses for people not in a standard scholastic programme who are studying on their own in order to take examinations given at publicly administered schools. The vocational training programme comprises training courses not associated with scholastic institutions and supervised by quasi-public bodies or non-profit organizations.

77. The National Strategy for Women stresses the need to reduce the female illiteracy rate to around 10 per cent by the year 2000. The Jordanian National Committee for Women organized a workshop in 1996 on the theme "Jordanian women and illiteracy: present realities and future challenges", at which recommendations were formulated on policies, implementation mechanisms that could be used by public bodies or non-governmental organizations, and the role of the media. Non-governmental organizations were urged to offer literacy courses in the places where they operate, since only 3 per cent of such organizations are currently involved in literacy teaching and nearly all of them are located in the metropolitan region. Another recommendation was that the penalties imposed on parents who do not send their children to school should be increased.

Article 10 (f)

> "The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely".

78. The drop-out rate for the 1996-1997 school year was 0.9 per cent for all students: 0.69 per cent for girls and 1.16 per cent for boys. The Ministry of Education is seeking to limit the school drop-out problem by working with the administrative authorities to force the parents concerned to send their children to school. However, no statistics are available on the number of returning students. By educational level, the female drop-out rate is 1.37 per cent at the end of the basic education cycle and rises to 1.87 per cent in the higher secondary education cycle, chiefly because of early marriage, working at home or poverty.

79. The Ministry hopes to be able to do more to combat the problem by enforcing article 10 of Act No. 3 of 1994 on education and instruction, which provides that a child may not be taken out of school during the basic education cycle until he or she reaches the age of 16. Schools are working actively to build closer ties with students' families through school counsellors and to foster greater cooperation between counsellors and teachers, with a view to gaining a better understanding of the needs of children who drop out of school and encouraging teachers to adopt behavioural modification methods in order to reduce or even solve the school drop-out problems and that of poor scholastic achievement. More emphasis is also being placed on family counselling services.

80. According to a 1995 Ministry of Education field survey into the causes of the school drop-out problem in basic education, which covered 50 schools throughout Jordan, drop-out rates vary from province to province, depending on the measures taken to combat the problem. The survey also identified two different kinds of explanatory factors for the problem: "motivational factors"

and "withdrawal factors", as seen by pupils, their families and school principals. Table 6 below summarizes the reasons given for dropping out of school.

Table 6. Reasons given by girls, their families and school principals for their dropping out of school

Persons surveyed	Reason for dropping out	Drop-out rate (%)
Pupils	Bad marks and repetition of grades	42
	Marriage and other personal reasons	35
	Hate school and fear punishment	31
	Poverty and need to work to help the family	14
Parents	Pupil hates school because of violence and punishment	48
	Bad marks and repeated failures	46
	Educating girls is not important	39
School principals (on male and female drop-out rates)	Family poverty	85
	Family thinks educating girls is not important	85
	Family divided and in conflict	73
	Bad marks	
	Pupil has to work to supplement the family income	63

Source: Ministry of Education, September 1995.

The discrepancy between the reasons given by pupils and their parents, on the one hand, and school principals, on the other, suggests that the latter are unaware of or unconcerned about the severity of teachers' educational methods. The survey also revealed that a major factor was substandard school environment and school facilities. In 34 per cent of the schools with high drop-out rates, the toilets did not work, and in 27 per cent, there were too few toilets. Half these schools had no library, no laboratory, and no teaching materials in decent condition. Moreover, half these schools were a long way from pupils' homes and it was difficult to get to them. The survey also brought to light the importance of regional factors, since the reasons for dropping out of school varied from one part of the country to another, depending on the way of life. School distance was a major reason for girls in one northern city and the primary reason among Bedouin populations constantly on the move with their flocks. Lastly, the survey made it possible to identify some solutions to the problem: setting up reinstatement classes for children who have dropped out; reviewing the situation of centres that take in pupils with learning difficulties; providing counselling services for pupils who are having problems in school or have dropped out; improving the school environment; and offering refresher courses and continuing training for teachers, emphasizing the need to create a healthy, positive educational environment and not to repressive, punitive methods.

Article 10 (g)

> "The same opportunities to participate actively in sports and physical education".

81. Physical education is part of the curriculum at all levels in both girls' and boys' schools, whether in schools administered by the Ministry of Education or in private schools. For girls as well as boys, two physical education classes per week are required from the first year to the sixth year of basic education, and one class from the seventh year to the final year. Academies organize tournaments between boys' and girls' school teams in all sports included in the curriculum (especially basketball and volleyball), except for football, in which there are only boys' teams. The Ministry of Education then organizes tournaments between the boys' and girls' teams of the different academies. Cultural and artistic competitions, open to boys and girls, are also organized by schools, academies and the Ministry in such areas as public speaking and poetry, music, theatre, short story and narrative, science projects, the plastic arts and chess.

82. The Ministry of Youth is responsible for monitoring the activities of women's sports associations and ensuring the necessary cooperation and coordination with other relevant bodies in order to encourage women to engage in sports and in order to develop programmes and proposals for improving and raising the level of women's sports. To increase women's participation in sports and physical education, the Ministry of Youth has placed special emphasis on women in its future programmes, which include publicizing the positive aspects of women's participation; publishing documentation to raise awareness and educate people about women's sports; opening special sports centres for women in all provinces; increasing the opportunities for women to engage in sports and creating sports facilities throughout the country to facilitate this; and working towards the creation of a national and an Arab women's sports league.

Article 10 (h)

> "Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning".

83. The National Council on Education decided in 1994 to adopt the broad outlines of a project for introducing population education into the basic education curriculum, population education being defined as "an educational

process designed to enable participants to acquire the knowledge, skills and readiness to understand the causes of demographic phenomena, their interaction with various other aspects of life and their implications for participants' own lives and for the present and future interests of their family, their community, their country, their nation and the world, so that they can take conscious, sensible decisions based on a proper understanding and assessment of the demographic situation and in keeping with the philosophy and goals of the Jordanian educational system".

84. Population education in Jordan covers a number of areas, with corresponding sets of principles. The areas covered are the following: population structure and distribution; data sources; population dynamics; population, family and society; population and development; population, health and nutrition; population and environment; and population and national security. The family and society area covers principles relating to the evolving roles of men and women in Jordanian society, marriage and conflicts between spouses, divorce and the status of women.

85. According to a Ministry of Education survey on basic education curricula, the National and Civic Education Institute has data on the influence of women's education on family organization; the role of improved hygiene in reducing mortality; and the importance of health awareness-raising and education and of using scientific methods of family planning such as birth spacing, which is necessary for maintaining maternal health. The Institute also has literature on the importance of the complementary roles of men and women in family planning, which is a right for both spouses.

Article 11. Employment

> "1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:
>
> (a) The right to work as an inalienable right of all human beings".

86. In accordance with the principle that the right to work is a universal right, article 23.1 of the Jordanian Constitution provides, as indicated in paragraph 4 above, that "Work is the right of every citizen, and the State shall provide opportunities for work to all citizens by directing the national economy and raising its standards". Jordanian labour law is constituted by the laws and regulations on employment in the public and private sectors. Public sector employees are covered by Act No. 1 of 1988 on the civil service, which gives effect to article 120 of the Constitution. Workers in the private sector are covered by the Labour Code (Act No. 21 of 1960, superseded by Act No. 8 of 1996, which took effect on 21 January 1996 and conferred new rights and benefits on female workers).

87. In past decades, women's labour force participation rate was low because of social traditions restricting women's access to the labour market. Economic development and expanded education for women have brought about an increase in women's employment, although the rate still remains low compared with other countries, developed or developing. Women accounted for only 13.6 per cent of

the total workforce in 1996. The work done by women in the form of unpaid housework or agricultural work is not taken into account in employment statistics or in the statistics for gross domestic product and gross national product.

88. Women's rate of participation in economic activity is 16.5 per cent. Table 7 below shows that women's highest rate of economic participation is in the 25 to 29 age group, followed by the 20 to 24 age group and the 30 to 34 age group. After that, the rate drops off sharply with age because women retire earlier or withdraw from the labour market for social reasons, primarily the burden of housework and child-rearing.

Table 7. Rate of participation in economic activity by the population aged 18 years and over, by age group and sex

Age bracket	Total (%)	Men (%)	Women (%)
18-19	32.7	53.2	9.7
20-24	53.4	80.9	24.8
25-29	61.0	96.0	25.9
30-34	60.3	97.7	23.5
35-39	55.3	96.9	16.6
40-44	51.7	95.3	11.1
45-49	48.5	94.4	7.7
50-54	48.2	89.5	4.7
55-59	44.5	83.1	3.4
60-64	34.4	67.5	1.5
>65	22.5	42.7	0.9
Total	50.3	83.9	16.5

Source: Department of Statistics, 1994, accompanying survey to the general population and housing census.

89. Table 8 below shows that the highest employment rates for women are in the categories "Specialists" and "Technicians and assistants"; this reflects the impact of women's education on their employment, since most female employees in these two categories have a university degree or equivalent. Most of these women work in education and health, two sectors where it is socially acceptable for women to work. There are very few women working in non-traditional occupations and the few that do have chosen to do so. The authorities do not

have a policy of encouraging women to enter these occupations, other than providing some vocational training programmes for a few specific occupations.

Table 8. Distribution of the economically active population aged over 15 years, by occupational group and sex

Occupational group	Men (%)	Women (%)
Upper management and senior civil servants	2.4	0.9
Specialists	8.4	23.1
Technicians and assistants	5.8	27.8
Typists	6.8	13.6
Services and sales	12.7	8.7
Farming and fishing	9.1	10.4
Skilled trades and similar occupations	23.6	4.6
Equipment operators and similar occupations	12.4	0.6
Primary occupations	18.7	10.1
Other	0.1	0.2

Source: Department of Statistics, Survey of employment and unemployment, second phase, 1996.

Article 11 (1) (b)

> "The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment".

90. In addition to article 23.1 of the Constitution, which sets forth the principle of the equality of all citizens, men and women, with regard to employment, article 22 provides that "every Jordanian shall be entitled to be appointed to public office under such conditions as are prescribed by law or regulations". With regard to public sector employees, Act No. 1 of 1988 on the civil service, which gives effect to article 120 of the Constitution, makes no distinction between men and women with regard to recruitment, promotion or grade level in the public service. The administrative instructions applied in public bodies also do not discriminate, but the actual figures on the number of women occupying management positions in the administration or having undergone training reveal considerable disparities in these areas.

91. Such disparities can be seen, for example, by comparing applications with actual appointments for vacancies in the various administrative departments. According to a report of the Civil Service Bureau covering the years 1994 and 1995, in 1994 there were 125 female applicants for every 100 male applicants; 8.5 per cent of the male applicants were appointed, in contrast to only

5.4 per cent of the female applicants. In other words, the ratio was reversed, with 125 men being appointed for every 100 women. In 1995, 5.6 per cent of male applicants were recruited and only 1.8 per cent of female applicants, a ratio of 250 men to 100 women. There are not sufficient data to determine why preference is given to male applicants, one possible explanation being that while government recruiting departments can specify the sex of applicants, such figures are not available for the private sector.

92. The disparities are equally obvious in access to supervisory or decision-making posts in both the public and private sectors. A study conducted in 1997 in a number of Ministries and other administrations and a number of private companies showed that in the administrations surveyed, which had a total of 142,464 employees, women accounted for 35.7 per cent of the workforce and were concentrated in education (51.9 per cent) and health (39.3 per cent). The same study showed that women occupied 6.9 per cent of first-tier posts and 38.6 per cent of second-tier posts. There are very few women directors (7.5 per cent) and women occupy only 11.6 per cent of supervisory posts. In the private sector companies covered by the study, women accounted for 10 per cent of all staff and occupied 12.5 per cent of director posts and 10.2 per cent of supervisory posts.

93. The employment modalities in force on the Jordanian labour market, whether public or private, are based on full-time work; the rare instances of shared posts or part-time work are not covered by the laws and regulations. Labour law effectively ignores agricultural workers, family firms and domestic employment. Some companies employ women to do piecework at home; since labour law does not consider piecework to be wage labour, these women do not enjoy the benefits and rights - social security, annual leave, etc. - accorded to "official" or full-time workers. Given the informal nature of their work, there are no statistics on such work or on the wages earned by these women.

Article 11 (1) (c)

> "The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training".

94. The right to work is guaranteed to all Jordanians, men and women, but the right to free choice of profession and employment is governed by many factors, including an inadequate job supply, which limits opportunities for choice because of the growing number of applicants for posts and jobs in both the public and private sectors. The increase in unemployment in Jordan in recent years (14.4 per cent for the population as a whole and 34.3 per cent for women in 1997) sometimes makes it necessary for a worker to accept any job that is available. The civil service regulations provide for the right to promotion and job security and establish, for both men and women, the rules governing rights and obligations, performance evaluation, promotion, training, transfer, remuneration and dismissal.

95. Also with respect to promotion and job security, the civil service regulations on promotions from one grade to another and on annual pay increments

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make no distinction between men and women, and the same is true of the rules on disciplinary measures, dismissal and separation from service. With regard to the number of years which an employee must work before being entitled to a retirement pension, article 15 of Act No. 34 of 1959 on civil service retirement states that: "The Council of Ministers is empowered to retire any male government employee who has completed 20 years of pensionable service; for female government employees, the period is 15 years of service". This provision benefits women in some ways, but some people see it as discriminating against women in that it restricts their opportunities for promotion and for appointment to high-level posts. Non-governmental organizations are therefore calling for it to be amended to make the retirement age the same for both sexes. Another discriminatory clause of the civil service retirement Act concerns the system of survivors' benefits. According to article 31 of the Act, the persons entitled to a survivor's benefit, death benefit or other compensation upon the death of a government employee are "the surviving wife or wives, sons under 17 years of age, daughters who are unmarried, widowed or divorced, the mother if widowed or divorced and the father if the latter was fully dependent on the deceased and the latter was unmarried". This clause discriminates in favour of women, since it allows benefits to be paid without a time limitation to daughters who are unmarried, widowed or divorced, whereas sons stop receiving benefits when they reach the age of 17. The Jordanian National Committee for Women has suggested that the first paragraph of the article should be amended to include the word "husband", so that the husband of a female government employee can also receive benefits after her death, since it is discriminatory to deny a woman civil servant the possibility of passing on that benefit to her surviving spouse. Article 34 of the Act states that "In the event of the death of a female employee, her pension shall be transferred to her beneficiaries in accordance with the provisions of this Act, provided that it is shown that they are in need and that they were directly dependent on the deceased". This clause also discriminates against women, since the transfer of the pension to the legal heirs is automatic in the case of a deceased male employee but subject to conditions in the case of a deceased female employee.

96. For the private sector, the Labour Code establishes the rights and obligations of employers and employees, without distinction between men and women, with respect to separation from service, unfair dismissal, dismissal without notice and abandonment of post. Social protection for employees, both men and women, is governed by Act No. 30 of 1978 on social security, as amended. Article 3 (a) of the Act provides for insurance against industrial accidents and occupational diseases, old age, disability and death; insurance against temporary disability due to illness or maternity; health insurance for the employee and his or her dependants; family allowances; and unemployment insurance.

97. Article 25 of the Act on social security stipulates that social protection shall cover: (a) medical care necessitated by the state of health of the insured; (b) daily cash benefits in the event of temporary disability resulting from the covered incident, subject to the provisions of article 33; (c) monthly benefits and one-time compensation; (d) monthly benefits to dependants; and (e) funeral expenses. The Act also specifies the rights of employees, men and women, to insurance for old age, disability and death. The rules governing retirement also ensure equal treatment for men and women, with the exception of

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a few discriminatory clauses which the Jordanian National Committee for Women has proposed should be amended. The amendments include allowing the pension of a deceased female employee to go to her surviving spouse since, as it now reads, article 56 of the Act makes that arrangement conditional on the husband's being completely disabled and having no personal income equivalent to a retirement or disability pension.

98. With regard to on-the-job training, statistics compiled by the Civil Service Bureau show that of the government employees who benefited from short-term training courses in 1995, 88 per cent were men and 12 per cent women; in 1996, the percentage of women rose slightly, to 16.6 per cent. For training courses lasting from one to six months, 91 per cent of participants were men and only 9 per cent were women. Corresponding statistics for the private sector are not available.

99. The Vocational Training Agency endeavours to create opportunities for workers to train as technical personnel and to add to their skills in various non-scholastic specializations. It also tries to diversify the types of training available, including apprenticeship, which enables young people to receive long-term training; training and skills-enhancement for workers within their own firms; and intensive, accelerated training programmes for a variety of occupations. However, as the figures in the previous paragraph show, the number of women taking advantage of these training opportunities remains very low.

100. Unions in Jordan are of two kinds: professional associations of doctors, engineers, nurses and the like and trade unions (of metal-workers, railway workers, etc.). The percentage of women members is 18.7 per cent for professional associations and 27 per cent for trade unions. These figures do not reflect women's actual participation in union activities, since few women manage to occupy positions of responsibility in these organizations.

101. Volunteer organizations, apart from their training activities mentioned in paragraph 65 of this report, organize conferences on the situation of women's employment, equality of opportunity in employment, equality in wages and other benefits and similar issues. They also carry out projects aimed at creating employment opportunities for women by organizing training and advanced training for women, teaching them how to set up and run income-generating projects, publishing books and other materials on labour law and putting on plays about the importance of women's work.

Article 11 (1) (d)

> "The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work".

102. The civil service regulations (Act No. 1 of 1988 and subsequent amendments up to 1 May 1995) do not discriminate against women with regard to wages and benefits. The only discriminatory provisions in the public sector are those relating to family allowances, which are paid automatically to male government employees but are only paid to female government employees if their spouse is retired or deceased. Article 11 (c) of Act No. 23 of 1988 concerning uniform

benefits states: "Family allowances shall not be paid: (a) to a female employee for her children if their father is alive and not retired; (b) to her children or by virtue of the permanent disability of her spouse". Except for these provisions, article 14 (a) of the civil service regulations makes the remuneration and benefits of government employees uniform, without any gender discrimination. Article 107 establishes the rights of civil servants with respect to compensation and benefits, and articles 145 and 146 establish mechanisms for evaluating the quality of their work on an equal footing.

103. In the private sector, Act No. 8 of 1996 governs the setting and enforcement of the minimum wage and disputes concerning it, making no distinction between the sexes. Article 52 (a) of the Act states: "The Council of Ministers, on the recommendation of the Minister, shall establish a commission composed of an equal number of representatives of the Ministries, wage-earners and employers and shall appoint one of its members to serve as Chairman. The commission shall set the minimum wage in Jordanian currency, either nationwide or for a given region or occupation. The members of the commission shall be appointed for a two-year term and may be reappointed". Article 53 of the Act states: "Any employer or agent thereof who pays an employee less than the legal minimum wage shall be subject to a fine of no less than 25 dinars and no more than 100 dinars, in addition to paying the difference in wages and any increase in the penalty if the violation continues". These provisions have yet to be put into practice, since the amount of the minimum wage has still to be set. With respect to wage equality, Ministry of Labour inspectors attempt to ensure respect, in all provinces, for the provisions of the international labour conventions ratified by Jordan, notably International Labour Organization (ILO) Convention No. 100 concerning equal remuneration; however, at the time of drafting this report, no law had as yet been passed embodying the principle of equal pay.

Article 11 (1) (e)

> "The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave".

104. Jordanian laws, particularly those mentioned above (Labour Code, civil service regulations, civil service retirement Act and social security Act), contain numerous provisions which set out the rights of Jordanian men and women with regard to retirement, sickness, disability and old-age benefits and paid holidays, without distinction as to sex, in both the public and private sectors. In the civil service, the number of days of paid annual leave depends on the grade of the person concerned and is granted in addition to sick leave, study leave and leave for exceptional reasons. The Labour Code establishes the number of days of paid annual leave in the private sector without distinction as to sex. Act No. 30 of 1978 on social security, as subsequently amended, establishes the social benefits described in paragraph 97 of this report for private sector employees.

Article 11 (1) (f)

> "The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction".

105. Article 69 of the Labour Code (Act No. 8 of 1996) provides that the Minister, in consultation with the competent official services, shall determine: (a) those activities and jobs in which women are prohibited from working; and (b) the hours at which women are prohibited from working and any exceptions thereto. Accordingly, there are decrees which prohibit women from working in certain activities and jobs and between the hours of 8 p.m. and 6 a.m. and also provide exceptions to this prohibition. Articles 78 to 85 of the Labour Code establish rules on occupational health and safety and general safety rules without any discrimination as to sex.

Article 11 (2)

> "In order to prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work, States Parties shall take appropriate measures:
>
> (a) To prohibit, subject to the imposition of sanctions, dismissal on the grounds of pregnancy or of maternity leave and discrimination in dismissals on the basis of marital status".

106. Article 27 (a) of the Labour Code (Act No. 8 of 1996) provides that an employer may neither dismiss nor issue a warning to an employee in a number of situations, particularly "when a female employee is pregnant, beginning in the sixth month of pregnancy and continuing through maternity leave". This provision is not contained in the civil service regulations.

Article 11 (2) (b)

> "To introduce maternity leave with pay or with comparable social benefits without loss of former employment, seniority or social allowances".

107. Article 91 of the civil service regulations provides that a pregnant female civil servant is entitled to three month's maternity leave, commencing before and ending after childbirth, without any reduction in salary, including all legally required benefits. Article 70 of the Labour Code provides that female salaried employees are entitled to maternity leave with full pay, commencing before and ending after childbirth, for a period of 10 weeks in all, at least six weeks of which must be taken after giving birth, it being understood that the employee may not return to work before the end of this period.

108. The Labour Code (Act No. 8 of 1996) also deals with this topic in article 67, which provides that: "A female employee of a firm with 10 or more employees shall be entitled to leave without pay for a maximum period of one year in order to devote herself to raising her children, with the guarantee of returning to her job at the end of this period; however, she shall forfeit this right if she accepts paid employment in any other firm during this period".

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Article 67 further provides that each of the two employed spouses shall be entitled to take leave without pay once, for a maximum period of two years, in order to accompany the other spouse if he or she takes a job in another province of the Kingdom or abroad. Article 94 of the civil service regulations (Act No. 1 of 1988) provides that: "a female civil servant may be granted leave without pay if her family situation requires her to take care of a young child or any of her other children, or of her husband or of one of her parents if they are ill and their state of health so requires. A female civil servant shall also be entitled to take leave without pay if her husband works abroad, if she is on study leave or on secondment, or if she is assigned to a mission abroad or transferred abroad, provided that the total duration of such leave does not exceed six years over the course of her career; this leave may be granted at several different times, provided that its total duration does not exceed the above-mentioned maximum". In this connection, the expansion and modernization of public transport in order to facilitate travel by women is extremely important.

Article 11 (2) (c)

> "To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child-care facilities".

109. Article 71 of the Labour Code provides that a female salaried employee is entitled, after her maternity leave, to one or more periods of paid absence not exceeding one hour per day in order to breastfeed her child up to one year after birth. Article 76 provides that firms employing at least 20 married women must set up a suitable area in which a qualified childcare worker can look after female employees' children who are under four years of age, provided that there are at least 10 such children.

110. There was a sharp increase in the number of childcare centres between 1993 and 1996, as can be seen from table 9 below, where they are broken down into workplace childcare centres, private childcare centres and childcare centres run by non-governmental associations.

Table 9. Increase in the number of childcare centres between 1993 and 1996

	Childcare centres		
Year	Workplace	Private	Non-governmental association
1993	252	143	48
1996	328	210	60

Source: Ministry of Social Development, annual reports 1993-1996.

These services provided to female employees, which take in children from birth to 3.8 years, are an appropriate response to genuine needs, in terms of the quality of services and their availability in all parts of the country. In the pre-school or kindergarten phase, the private sector provides services on a large scale nationwide, as shown by the statistics given in paragraph 59.

Article 11 (2) (d)

> "To provide special protection to women during pregnancy in types of work proved to be harmful to them".

111. Pursuant to article 69 of the Labour Code (Act No. 8 of 1996), which was discussed in paragraph 105 above, pregnant women are prohibited by ministerial decree from holding the following jobs: (a) jobs which expose them to ionizing radiation or X-rays; (b) all jobs which involve exposure to the vapours and fumes of petroleum by-products; (c) jobs which involve exposure to converted nitrogen products; (d) jobs which involve exposure to aniline in dyeing plants, to carbon bisulphate used in the manufacture of artificial silk and cellophane, to petrochemical products derived from refined oil; and to phosphorus, nitropetroleum, manganese, calcium and barium.

Article 11 (3)

> "Protective legislation relating to matters covered in this article shall be reviewed periodically in the light of scientific and technological knowledge and shall be revised, repealed or extended as necessary".

112. The Legal Committee of the Jordanian National Committee for Women is now reviewing the provisions on the status of women in all Jordanian laws and regulations. This undertaking, which has focused, in particular, on the Labour Code and the civil service regulations, has made it possible, in particular, to grant women new rights under the Labour Code (Act No. 8 of 1996). The Committee's recommendations on maternity leave were also adopted, and the length of maternity leave was extended from two to three months for public sector employees. The National Committee is continuing this analysis of legislative and regulatory texts and is now reviewing retirement and social security legislation in order to secure new rights for women in those areas, taking into account the evolution of scientific and technical knowledge.

Article 12. Health

> "1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on a basis of equality of men and women, access to health care services, including those related to family planning".

113. Act No. 21 of 1971 on public health provides that the Minister of Health is responsible for all health-related matters in Jordan, in particular for: (a) providing preventive medical services and treatment; (b) combating communicable diseases; (c) raising awareness about health problems and developing health education through all available means; (d) protecting public health to the extent of the Ministry's means; (e) creating and managing

specialized educational establishments in the various health professions, establishing their curricula, appointing their teaching staff and awarding degrees to their graduates.

114. In view of the close linkage between health and sustainable development, most countries have undertaken to implement strategies and programmes for improving the standard of health of their populations, in cooperation with both government and non-governmental bodies. Like most developing countries, Jordan has made every effort to improve the health situation of the population in general, and reproductive health in particular, by implementing national policies and strategies which accord priority to the health sector, particularly the National Population Strategy (see annex III) adopted by the Council of Ministers on 9 March 1996, which emphasizes reproductive health and is aimed at:
(a) protection of maternity and childhood through the reduction of pregnancy- and birth-related maternal mortality rates, reduction of infant and post-infant mortality rates and treatment and reduction of cases of malformation;
(b) protection of the family, family planning and birth spacing through the development of family planning services and an increase in the use of family planning methods, more active involvement of the private and volunteer sectors in introducing and strengthening family planning services, better use of existing capacities in this area and the introduction of effective health education and information structures in this area.

115. Health is one of the central themes of the National Strategy for Women, the full text of which is reproduced in annex II to this report. The strategy includes objectives relating to the quantitative and qualitative improvement of health services for women and to awareness-raising on health issues and education for women in this area. Many measures have been taken to achieve these objectives, particularly those relating to health services for women at different stages of their lives (although services for elderly women are still deemed to be inadequate), the expansion of maternal and child health centres throughout the country, support for family planning and birth spacing organizations and awareness-raising and health education programmes for the population in general and women in particular.

116. General health statistics for Jordan show a significant improvement in the situation in this area over the past two decades. The infant mortality rate was reduced from 64 per 1,000 live births in 1980 to 28 per 1,000 live births in 1998, and the under five mortality rate was reduced from 10 to 5 per 1,000 over the same period. Improved health care also led to an increase in life expectancy at birth, which rose from 60 to 66 years for men and 64 to 70 years for women between 1980 and 1996.

117. According to a Ministry of Health study on the prevalence of anaemia and iron deficiency in women of child-bearing age, some 23 per cent of women in the 15 to 20 age group suffer from anaemia and some 26 per cent and 24.8 per cent respectively in the 20 to 29 and 30 to 39 age groups. The proportion of pregnant women suffering from anaemia increases from 10.53 per cent in the first trimester to 33.75 per cent in the second trimester and 46.5 per cent in the third trimester.

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118. While 94 per cent of children are breastfed, for 15 per cent of children this practice is exceptional in the first three months of life. The Ministry of Health has taken a number of measures to protect and encourage breastfeeding, including prohibiting the distribution of free samples of formula in public hospitals since 1991, implementing the baby-friendly hospital initiative and extending it to all the country's hospitals, public and private, and, in 1995, establishing a commission to promote breastfeeding and monitor the baby-friendly hospital initiative.

119. According to Ministry of Health statistics, 46.35 per cent of cancer patients are women; most of these cases involve breast cancer, not counting cases registered in private hospitals. As for acquired immunodeficiency syndrome (AIDS), according to official statistics, there were 174 cases in Jordan in 1996, of which 38 (or 21 per cent) were women. The national AIDS control programme was introduced in 1986, after the first cases were detected in Jordan, in order to check the spread of the disease, provide health, psychological and social services free of charge to AIDS patients, and organize campaigns to raise awareness of the risks of this disease, its consequences and how it is transmitted. In this connection, drug addiction among women has declined; according to police statistics, the proportion of women drug addicts as compared to men was no more than 6.1 per cent in 1996.

120. In 1988, the Ministry of Health established a commission for the promotion of reproductive health, called the "Safe Motherhood Commission". The Commission's structure, strategy and programme of action were overhauled in 1996. Apart from it, there are a number of volunteer organizations which carry out projects that come under the heading of "safe motherhood" but are confined to one aspect of it, namely, family planning. These institutions have fewer capacities in the other three aspects - prenatal care, high-risk pregnancy and safe childbirth.

121. Definite strides have been made in the area of reproductive health in Jordan, as a result of action taken in the health and medical fields by government bodies, non-governmental organizations and the private sector. The proportion of pregnancy women receiving prenatal care rose from 80 per cent in 1990 to 95 per cent in 1996. The number of medically supervised births rose from 79 per cent in 1990 to 97 per cent in 1997. The maternal mortality rate is considered to be the best indicator of the health care provided by a country. In Jordan, it was 41.4 per 100,000 live births in 1994. The main causes of maternal deaths appeared to be, in descending order, high blood pressure, haemorrhage (apart from abortion), pulmonary embolism and sepsis. This indicator also demonstrates the progress made in saving mothers' lives, in that it fell from 80 per 100,000 live births in 1980 to 60 per 100,000 in 1990.

122. Turning to contraceptive prevalence rates, 52.6 per cent of married women use birth control, as indicated in table 10 below.

Table 10. Contraceptive prevalence rates

Contraceptive method	Percentage
Pill	6.6
Intra-uterine device	23.1
Intra-vaginal injections	0.7
Implants	0.1
Diaphragm (cream, gel)	0.5
Condoms	2.4
Female sterilization	4.2
Traditional methods	14.9

Source: Department of Statistics, Survey on fertility and family health, 1997.

The table shows that the preferred method of contraception in all parts of the country is the intra-uterine device, followed by traditional methods, mainly prolonging the breastfeeding period, which are most often practised by women who are uneducated or have only a basic education. Sixty-eight per cent of other married women use no contraception, and those who expressed a desire the following year to use a method of birth control opted mainly for the intra-uterine device and the pill. Male vasectomies are unknown in Jordan. There is no law or policy imposing legal procedures for using any particular method of contraception, except that the husband's consent is required for the woman's voluntary sterilization.

123. Jordan's family planning programme is influenced by customs, traditions and existing patterns of reproductive behaviour within the Jordanian family, such as the preference given to large families. Average family size in Jordan is 6.2 persons and the birth rate is 32 per 1,000, a situation which has its origins in the social structure which existed until recently and which was based essentially on agriculture, requiring many hands to work the land. There is still a preference for male children, not only because they are more useful in the fields and orchards but also because, socially, the larger the family and the more boys as opposed to girls, the prouder the father.

124. The study by the Ministry of Social Development on the present and future situation of the Jordanian family is a good illustration of the preference given to boys, since what is considered to be the ideal number of boys in the family ranges from one to four, whereas the ideal number of girls is thought to be one or two. A trend towards smaller families is nonetheless emerging, particularly among the younger generation, owing to the overall economic and social situation in Jordan.

125. It should be pointed out that Jordanian law, particularly articles 321 to 325 of the Penal Code (Act No. 16 of 1960), prohibits abortion in any circumstances unless the woman's life is in danger, in which case the pregnancy is considered an illness under the current social insurance scheme. There are no data or studies on deaths among women as a result of abortion.

Article 12 (2)

> "[...] States Parties shall ensure to women appropriate services in connexion with pregnancy, confinement and the post-natal period, granting free services where necessary, as well as adequate nutrition during pregnancy and lactation".

126. The State, represented by the Ministry of Health, the royal medical services and the Jordanian University Hospital, provides maternal and child health care services, administered by qualified, experienced staff in maternal and child health centres located throughout the country, in accordance with a national plan. Table 11 below gives data on the ratio of the various categories of health care worker to the Jordanian population.

Table 11. Ratio of health-care workers to the population

Category	Ratio per 100,000 inhabitants
Doctors	16.5
Dentists	4.9
Pharmacists	7.3
Certified nurses (male and female)	11
Certified midwives	2
Auxiliary nurses	12
Nurses' aides	5

Source: Ministry of Health, annual report, 1996.

127. As for women's participation in the health sector, table 12 below gives the number of women belonging to professional associations in the health sector in 1997.

Table 12. Number and percentage of women belonging to health sector professional associations in 1997

Association	Number of women	Total membership	Percentage of women
Doctors	1 632	12 725	12.9
Dentists	1 000	3 200	31.2
Nurses	4 575	6 291	72.7
Pharmacists	2 028	4 760	42.6
Certified midwives	903	903	100.0

Source: Data provided to the Jordanian National Committee for Women by the associations concerned.

Women account for a large percentage of the staff of the Ministry of Health (approximately 47 per cent), where they occupy many posts of responsibility, including those of director and chief of service.

128. Maternal and child health centres and family planning centres were integrated into medical centres in 1985, in order to give women access to all the services available in the latter. The number of maternal and child health centres was 308 in 1996, and four training centres have been established in Amman, Zarqa, Irbid and Karak in order to teach the principles of reproductive health to medical personnel at all levels. There are also eight maternal and child health centres in various hospitals.

129. The strategy for preventing handicaps also involved setting up a programme of premarital medical examinations. Four health centres were equipped to offer this service to prospective spouses, although it is not legally required. The number of such centres has been increasing in recent years and now totals 28. There is no specific programme on the nutrition of pregnant women; however, nutrition advice is given free of charge in maternal and child health centres. If necessary, tonics, iron supplements and tetanus vaccinations are administered to pregnant women free of charge. The rate of vaccination coverage of pregnant women was 54 per cent in 1992 but dropped back down to 41 per cent in 1997.

130. Table 13 below gives an idea of the increase in the number of women who use these centres and the services they offer.

Table 13. Activities of birth spacing units in the maternal and child health centres run by the Ministry of Health, 1990 and 1997

Recipients and services	1990	1997
First visit		
Pill	4 086	12 904
Intra-uterine device	4 769	12 044
Condoms	2 529	7 852
Recipients		
Pill	11 384	16 178
Intra-uterine device	8 804	30 864
Condoms	2 949	22 672
Implants	-	92
Injections	-	2 859

Source: Ministry of Health, undated, progress report on efforts made in the area of family planning in Jordan.

131. The royal medical services carry out family planning activities in special units within hospital gynaecological and obstetrical departments. These activities mainly involve the insertion of intra-uterine devices (IUDs) and the prescription of birth control pills, injections and other methods of contraception. The gynaecology, obstetrics and family planning centre of the Jordanian University Hospital provides family planning services, including IUD insertion, prescription of birth control pills, injections and spermicides, insertion of implants and distribution of condoms. The centre also trains the medical staff in the area of family planning and related advice. More than 30 doctors and 70 nurses and midwives have received such training.

132. The private sector also participates in this area, through family planning services provided in the offices of doctors, both specialists and generalists, and in private hospitals, which also provide birth spacing services. The services provided by the private sector include IUD insertion, prescription of birth control pills and injections, insertion of pessaries and implants and distribution of spermicides and condoms. There are no precise figures or studies on the services provided by the private sector. Nearly 500 private doctors and more than 1,000 pharmacists were trained in birth spacing techniques and IUD insertion under a project implemented by the SOMARC association, with the cooperation and support of the Ministry of Health. Contraceptives are provided directly to recipients by pharmacies.

133. Associations provide vital support to other sectors with regard to health services. Many non-governmental organizations deal with family planning. Some of them have opened clinics offering family planning services and mobile clinics, organized free medical care days in remote areas of the country and launched a project to raise awareness of the issues of population and development among poor families and youth, in order to promote reproductive health, family planning and environmental protection through training courses and the publication of information materials.

134. The Jordanian Family Protection and Planning Association runs 19 clinics in 11 provinces of the country and two mobile clinics which travel all over the countryside and to remote areas. The Association uses this network of centres to provide modern family planning methods, including IUD, Depo-Provera (DMPA), condoms, the diaphragm and pessaries, as well as advisory, awareness-raising and educational services. The Association attaches special importance to the quality of family health services and periodically assesses the situation of the family in order to adapt its services accordingly.

135. The Association, which also provides training and education in the area of family planning and counselling, organizes training programmes designed to improve the qualifications of all providers of family planning services and to inform them about all the methods available in this area. Four centres have been established within its clinics to provide training not only to its staff but also to doctors from the private sector and staff of other non-governmental organizations. It also provides training to students enrolled in faculties of medicine and schools of nursing. The Association's sound, efficient family planning delivery system ensures that family planning methods are available at all times. As far as information and education activities are concerned, the Association organizes lectures and symposia at its centres on the latest developments in family planning and publishes brochures and other relevant documents. It cooperates with the Ministry of Health on externally funded projects executed by the Ministry. The table below summarizes the services provided by the Association.

Table 14. Increase in the number of women using family planning services

Services provided	1990	1997
Insertion of intrauterine devices	14 575	60 560
Prescription of the pill	8 717	15 892
Other contraceptive methods	3 317	16 675
Total	26 609	93 127

Source: Same source as the previous table.

The table shows that the insertion of the intrauterine device (IUD) is the contraceptive method of choice among married women, and that the total number of women using the Association's services increased by 25 per cent between 1990 and 1997. As far as the main methods of contraception are concerned, there was a fourfold increase in the use of IUDs, and an 82.3 per cent increase in the use of the pill.

136. Twenty of the 23 UNRWA centres that provide family planning services insert IUDs. A total of 16,083 women have used the services offered by these centres, of whom 6,378 have used their family planning services, broken down as follows: pill, 24 per cent; IUD, 54 per cent; condoms, 19 per cent; and spermicide, 3 per cent.

Article 13. Economic and social rights

> "States Parties shall take all appropriate measures to eliminate discrimination against women in other areas of economic and social life in order to ensure, on a basis of equality of men and women, the same rights, in particular:
>
> (a) The right to family benefits".

137. In Jordan, family benefits come from a variety of sources which are governed by different legal regimes. They include wage-based family allowances, health insurance, financial aid for poor families and subsidies on essential goods for low-income families, as well as miscellaneous tax exemptions. Paragraphs 95 to 97 and 102 to 104 of this report contain details on the provisions relating to family allowances, health insurance, social security and retirement benefits, all of which contain elements which discriminate against women. Current progress towards the elimination of these forms of discrimination is also discussed in those paragraphs.

138. The National Assistance Fund is the main public source of standard or exceptional monetary assistance to the poorest sectors of the population. Available statistics show that women make up more than half of the beneficiaries of such assistance, since the Fund's regulations tend to discriminate in favour of women. The categories of beneficiaries assisted by the Fund include widows and divorcees, abandoned wives, wives of prisoners and women aged over 18 years without any family support. The "zakat" (alms-giving prescribed by Islam) fund distributes the monies collected under this voluntary scheme to beneficiaries, 65 per cent of whom are women. The Ministry of Supplies gives families with monthly incomes of less than 500 dinars subsidies for the purchase of sugar, rice, milk and bread. Such subsidies, which depend on the number of persons entered in the family civil status book, are given to the person, man or woman, entered as the head of family in the book. However, women are discriminated against in some cases, for instance when they are divorced, since the children are entered in the father's family status book even when they are in their mother's custody and the mother therefore does not receive all the aid to which she and her children are entitled.

139. There is discrimination between the spouses with respect to tax relief. Article 4 of Act No. 57 of 1985 on income tax states that, in a married couple, the husband and wife are two separate taxpayers, yet the very next provision states that only the husband is entitled to the tax relief provided for by the

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Act. The wife may benefit fully or partly from such relief only if her husband so agrees or if she is the sole breadwinner of the family. Since such relief can be granted on a personal basis or in respect of the taxpayer's spouse, children, dependent relatives or anyone else for whom the taxpayer is responsible, and since it can also apply to the education of the taxpayer or of one of his dependants, non-governmental organizations are calling for this provision to be amended so that the granting of such tax relief to the wife would no longer require the husband's consent.

140. The Jordanian National Committee for Women carried out a survey on the economic and social situation of women heads of household, which covered 514 such women from all regions of the country, regardless of marital status (married, divorced, widowed and single). Of the total, 72 women were heads of household because their husbands had emigrated in search of employment. The survey also analysed the women's educational level, health and professional qualifications and the problems they faced, in order to define appropriate policies and measures for assisting the families concerned. Lastly, it made recommendations on the importance of educating women and raising their awareness of credit and banking issues, of the importance of not giving up their rights, including their right to accommodation, and of the need to adopt better consumption patterns in order to have more reserves. There were also recommendations on amending housing policy to make it more favourable to women, on the aid to be given to women to help them to escape from poverty, on home-based production projects for women and on the protection of family cohesion and of the extended family system.

Article 13 (b)

> "The right to bank loans, mortgages and other forms of financial credit".

141. Any Jordanian citizen, man or woman, can obtain a loan from a bank if he or she has sufficient income to repay the loan. As a result, women are granted loans not on the basis of their husband's consent, but on the basis of their own ability to repay the loan or on the basis of their own property, in the case of mortgage loans. It should be noted that women find it difficult to offer collateral because they are seldom homeowners, real estate often being owned by the man. While there are no statistics on bank loans granted to women, Jordan's report to the 1995 Fourth World Conference on Women notes that land and property ownership by women is influenced by the social order in force in the country, as well as by the structure of society, of which the family is the basic unit. This social model limits women's ability officially to own means of production in general and land or property in particular.

142. A development and employment fund was set up in the early 1990s to make up for the shortcomings of the economic adjustment programme. Its aim is to assist poor or low-income individuals, families or groups to find employment again and resume production, thereby contributing to efforts to eliminate poverty and unemployment, by granting loans for the creation of businesses. In 1994, loans granted to women accounted for 12.5 per cent and 14.5 per cent respectively of the number and total value of the loans granted by the fund. In 1997, 16.1 per cent of loans went to women. The statistics of the Industrial

Development Bank, which grants loans for the handicrafts sector, show that no more than 7 per cent of the recipients of such loans are women and that the value of the loans obtained by women amounts to 8.5 per cent of the total value of the loans granted, because lending institutions demand guarantees that women, as noted in paragraph 130, are generally unable to provide. The Agency for Agricultural Credit grants loans for farming. The extent to which women benefit from this service will be considered in paragraph 162.

143. In the 1990s, non-governmental organizations have granted loans on preferential terms to help the most disadvantaged people acquire means of production and participate in economic activity. Some organizations serve as intermediaries between loan applicants and credit institutions, others establish sources of funding for women or grant them loans (ranging from 300 to 1,000 dinars) on concessional terms for job creation, guaranteed by private individuals or women's groups. They produce television films on small projects and organize training courses and lectures on the design and creation of such projects. One such organization conducted a study on the quality of small projects and on the corresponding training needs, which showed that women's low level of participation is attributable to social obstacles, lack of technical, commercial and administrative skills and the complex terms attached to funding programmes, in that order.

Article 13 (c)

> "The right to participate in recreational activities, sports and all aspects of cultural life".

144. Under Jordanian law, men and women have an equal right to participate in recreational activities, sports and all other aspects of cultural life. As far as regulations are concerned, although public bodies, especially the Ministry of Culture and Youth, have adopted policies to encourage the involvement of young people of either sex in such activities, female participation remains low for the same social reasons that limit women's participation in other areas.

145. The philosophy for the protection of young people in Jordan is based on a number of principles, including: organizing young people's capacities and instilling in them the values of collective effort and voluntary work in order to ensure their participation in the country's overall development process in the cultural, economic and social spheres; and encouraging young people to take up sports as a hobby that promotes physical and mental development. In order to implement these policies and attain their objectives, the Ministry of Culture and Youth has established associations, committees and clubs, the most important of which are the boy scouts and girl guides of Jordan, the Jordanian Olympic Committee, sports or cultural clubs, 33 sports associations (with a total female membership of only 7 per cent) and the Jordanian Olympic Centre, which trains coaches and young leaders.

146. In addition to the information given in paragraph 82, the youth centres run by the Ministry of Culture and Youth organize cultural activities in the form of seminars, lectures, trips and workshops. There are 23 such centres throughout the country. Although their members are young people aged between 18 and 24, any woman who is interested can take part in their activities. Each centre has

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between 50 and 150 members. Paragraph 81 of this report gives information on the recreational, cultural and sporting activities of the Ministry of Education. In 1997, there were 229 cultural associations such as leagues, clubs and societies registered with the Ministry, including five women's associations, some of which receive subsidies ranging from 200 to 500 dinars a year from the Ministry. The Ministry seeks, through its various activities, to increase women's participation in intellectual and cultural life, in order to help them publicize their literary and artistic work. Women's literary works account for 5.7 per cent of the Ministry's publications and 14 per cent of the publications it subsidizes. Women receive 12 per cent of the assistance given to representational artists through the sponsorship of art exhibitions and the purchase of artistic works.

Article 14. Rural women

> "1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas".

147. Jordan's 1994 general population and housing census defines rural areas as inhabited areas with fewer than 5,000 inhabitants, regardless of the economic activity and way of life of the inhabitants of those areas. Despite the fact that the rural population accounts for only 22 per cent of Jordan's total population, it has adequate public services. Basic education is provided in all inhabited areas and there are health centres everywhere. These public services will be reviewed later on in this report, since the requisite statistics for both urban and rural areas are not always available.

148. While national statistics offer no way of taking into account women's work outside the formal sectors of the economy, that does not make the activities of rural women, whether in agriculture or in the home, any less important. According to a 1996 survey, rural women work an average of 11.27 hours a day, of which 5.2 hours are spent on housework and 6.34 hours on production activities (plants, animals, foodstuffs, crafts). As far as the nature of these production activities is concerned, the survey showed that women worked first in orchards, then in vegetable gardens and lastly in the fields. As far as livestock production is concerned, they basically raise sheep, goats, cattle and hens.

149. Nearly 48 per cent of the voluntary organizations registered with the Ministry of Social Development are in rural areas, and many city-based non-governmental organizations provide services to rural inhabitants. For some years now, women's organizations have been focusing increasingly, through lectures, seminars and publications, on legal literacy programmes for rural women designed to make them aware of their rights under the Jordanian legal system. In that context, they should organize more awareness-raising lectures on the issue of women's independent financial responsibility for the work they do.

Article 14 (2)

> "States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:
>
> (a) To participate in the elaboration and implementation of development planning at all levels".

150. Development planning as a whole, and economic and social development planning in particular, has led to many achievements in Jordan. However, the role of women in such planning, especially in its elaboration, varies from one plan to another. In some instances, there is a separate section on women, in others there is simply a mention here and there. The most recent five-year plan (1993-1997) suggests that the participation of both rural and urban women in the elaboration of such plans remains limited.

151. Generally speaking, rural women are more involved in local matters, especially in the planning of local authorities' development projects. This greater level of participation in local matters, as compared with participation in overall planning, is clearly reflected in the programmes of public or private community development centres. However, there are no statistics on the exact extent of such participation. During the 1990s, an ever-increasing number of non-governmental organizations have adopted participatory planning methods, particularly rural self-evaluation schemes, which have helped to increase women's participation in programme and project planning. Some public institutions which are in direct contact with the rural population, for instance the Ministries of Agriculture and Social Development, have also started to apply such participatory methods in the planning and evaluation of their programmes.

Article 14 (2) (b)

> "To have access to adequate health care facilities, including information, counselling and services in family planning".

152. It is difficult to compare the health services available to the rural population with those for the urban population, because of a lack of relevant statistics at the level of each province. However, the increase in the number of centres at the national level between 1993 and 1996 (see table 15 below) can be used as a yardstick for measuring the overall progress achieved. It should be noted that secondary health centres are generally located in rural areas.

Table 15. Increase in the number of health centres between 1993 and 1996

Type of centre	1993	1996	Increase (per cent)
Polyclinics	29	41	25.0
Primary health centres	309	323	4.5
Secondary health centres	257	274	6.6
Maternal and child health centres	253	307	21.0
Dental care centres	131	188	43.5

Source: Ministry of Health, annual compendium of statistics, 1993 and 1996.

153. A comparison of the results of the population and family health surveys of 1990 and 1997 shows some improvement in the health situation of rural women during that period. The total fertility rate of rural women, which was 6.85 in 1990, is now only 5 (compared to 4.75 and 4.22, respectively, among urban women). The surveys show that the main reason for the decline in the fertility rate is the increase in the level of education, and that the use of traditional or modern family planning methods has increased among rural women. The proportion of rural women using traditional methods rose from 11.6 per cent in 1990 to 14.6 per cent in 1997. Rural women's use of modern family planning methods rose from 16.9 per cent in 1990 to 30.7 per cent in 1997. It is nevertheless true that, in all cases, contraceptive prevalence rates are lower in rural areas than in urban areas.

154. The 1997 survey also shows that the percentage of pregnant rural women who receive prenatal check-ups is on the rise, since 83.3 per cent of them see a doctor and 8.2 per cent see a nurse or certified midwife. In rural areas, 46.2 per cent of births are supervised by doctors, while 46 per cent of them take place under the supervision of nurses or certified midwives. In rural areas, 36.6 per cent of pregnant women are immunized against tetanus, as compared with 40.7 per cent in urban areas. There are no differences between rural and urban areas as far as infant mortality is concerned, but child mortality was 8.4 in rural areas in 1990, compared with 5.8 for the country as a whole.

Article 14 (2) (c)

"To benefit directly from social security programmes".

155. Statistics on social security programmes do not show the extent to which rural women benefit from such services. Social security laws make no distinction between rural and urban areas, but social security organizations do not cover the informal sectors of the economy that employ rural women and urban women in some cases. According to the statistics of the Social Security Agency for 1997, women accounted for 20 per cent of all beneficiaries.

Article 14 (2) (d)

> "To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency".

156. Although less than a quarter of the country's total population lives in rural areas, 46.5 per cent of the country's schools, public and private, are located there. This high percentage is attributable to the policy of extending the school network to reach the least populated areas. Girls' schools account for 16.3 per cent of rural schools, while 53.1 per cent are mixed. There are no major differences between rural and urban areas in terms of female and male enrolment rates, since girls account for 49.9 per cent of total enrolment in rural areas and 50.3 per cent in urban areas. However, when it comes to vocational secondary education, the proportion of girls falls to 30.5 per cent in rural schools and 34.6 per cent in urban schools. There are no statistics on the availability of literacy courses in rural areas, but the fact that statistics for 1995 indicate illiteracy rates of 30.3 per cent and 17.8 per cent respectively in rural and urban areas, means that greater efforts are required in this area.

157. While there are no precise statistics on the official extension services benefiting rural women, a 1996 survey shows that less than a third of rural women have any contact with departments of the Ministry of Agriculture, and about 15 per cent are in regular contact with such departments. The survey also shows that women's low participation in extension activities stems from the fact that they are either unaware of them or do not have time to participate in them.

Article 14 (2) (e)

> "To organize self-help groups and cooperatives in order to obtain equal access to economic opportunities through employment or self-employment".

158. According to 1996 figures, Jordan had 820 cooperatives in that year, only 4 per cent of which were women's cooperatives. The above-mentioned survey on rural women reveals that 34.2 per cent of rural women find it difficult to join cooperatives because of lack of information on such cooperatives, lack of encouragement to join them, lack of financing, obligations created by the social environment and lack of consent by their husbands.

159. Non-governmental organizations have set up programmes in rural areas for organizing self-help groups designed to improve the situation of rural women, providing them with the skills required to create income-generating projects such as carpet making, dressmaking, production of dairy products or porcelain goods; helping them identify sources of funding for their projects; and helping families increase their incomes at fairs and exhibitions where they can sell their products. One such non-governmental organization project is entitled "How to establish your own business"; its aims are to: (a) define and refine concepts of innovative products and determine how compatible they are with the notion of small projects; (b) transform the concept into a feasible project

plan; and (c) establish relations with donors. The activities undertaken under this project comprise theoretical and practical training courses for women on income and expenditure, small projects, negotiation techniques, definition of materials, market research and production and financing plans. Women have set up projects for embroidery and the production of dairy products, porcelain goods and soap, as well as for beekeeping and cattle and chicken breeding. The non-governmental organization attributes the obstacles encountered by these projects to: (a) fear of working on the market; (b) lack of marketing skills; (c) emphasis on seasonal fairs; (d) involvement of several parties in financing; and (e) the guarantee required for loans granted to women.

160. In 1994, the Jordanian National Committee for Women undertook a study on the areas covered by small development projects open to women. The study, which was designed to identify investment prospects in the small projects sector, reviewed and took a closer look at the cultural and social factors affecting women's access to this sector, the measures needed to encourage women to take advantage of such projects and methods of administering them. It concluded that women could invest in the following sectors: agriculture and food production; small-scale industries with production geared to the local market; and the tourist industry and projects that provide services to the public. The study also proposed 23 types of projects that women could undertake in the above-mentioned sectors. It made a number of recommendations, of which the most important are: (a) raising society's awareness of the importance of women's economic activity; (b) informing women of the sources of funding for small projects and making them aware of the importance of their own participation in analysing the viability of such projects; (c) promoting such projects; (d) studying successful small-scale projects in order to determine the reasons for their success and the obstacles they had to overcome; (e) reaffirming equality of men and women with respect to property ownership; and (f) getting the news media to effectively promote the role of women in economic and social development.

Article 14 (2) (f)

"To participate in all community activities".

161. While there is no legislative prohibition on women's participation in community activities in rural areas, the weight of custom and tradition means that these activities are generally restricted to men, with little room made for women. The preceding paragraph described women's low level of participation in the cooperative movement, but their participation in voluntary associations is also lower in rural areas (16.4 per cent) than in urban areas (18.9 per cent). Overall, women's participation remains low throughout the country, especially when compared with their level of education, which is generally good.

Article 14 (2) (g)

> "To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes".

162. The Office of Agricultural Credit has loan schemes designed to encourage certain sectors of society to increase and enhance their agricultural output. There are no statistics on the loans granted to rural women; however, a loan scheme for rural families was established in 1994 to raise and improve the standard of living of poor rural families by granting them loans for various agricultural activities. By the end of 1996, a total of 1,858 loans worth 3 million dinars had been granted under this scheme. According to an evaluation report of the scheme, 94 per cent of the projects that benefited from loans were run by women, who are better at meeting their financial obligations than men. The Office is also implementing a project for diversifying sources of income, designed to assist the largest group of small-scale, low-income farmers by granting them loans for livestock fattening, the planting of orchards, the growing of hot-house crops, fodder production and food processing, as well as for projects to increase the size and quality of goat and sheep flocks. By the end of 1996, 1,096 women had benefited from loans totalling 2.3 million dinars under this scheme.

163. Marketing is one of the biggest problems encountered by rural women, because of customs and traditions that are opposed to their participation in that area; this forces them to turn to male relatives or intermediaries. There are no detailed data on the situation of rural women in the area of agricultural marketing, although it can be concluded from the figures generated by certain projects or partial surveys that marketing is one of the main obstacles faced by rural women.

164. With regard to land ownership, the proportion of women who own farms remains low and no improvement has been noted in this regard over the years. While the 1983 agricultural survey puts the percentage of women landowners at 1.5 per cent, a 1996 sample survey put it at 1.47 per cent. This low percentage confirms the fact that, in matters of inheritance, women often waive their legal entitlement in favour of the male members of the family, for, in theory, women should own about a third of the farms in Jordan. There are few agrarian reform projects in Jordan; the most important one is that carried out in the Jordan valley, which was characterized by obvious discrimination in favour of men.

Article 14 (2) (h)

> "To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications".

165. Jordan's rural areas are adequately served, but the rates of coverage by the various public utilities remain lower than in urban areas. For water supply, the rate is 90 per cent in the countryside and 97 per cent in the towns; for electricity, the rates are 98.5 and 99.6 per cent respectively. For sanitation, the rate of coverage is 25 per cent in rural areas, compared with

60 per cent in urban areas. Communication services are accessible to 3.5 per cent of the rural population and 8.5 per cent of the urban population. As for roads and means of transport, the entire territory is covered.

166. At the time of the 1994 population and housing census, there were 663,672 dwellings in Jordan, of which 133,114 were in rural areas. The proportion of families that own their homes is 63.9 per cent for the territory as a whole and 82.8 per cent for rural areas. The building materials used do not differ greatly between town and country, the most common being brick, followed by cement and stone, but their importance varies somewhat between rural and urban areas.

Part IV: articles 15 and 16

Article 15. Equality before the law and in civil matters

> "1. States Parties shall accord to women equality with men before the law.
>
> 2. States Parties shall accord to women, in civil matters, a legal capacity identical to that of men and the same opportunities to exercise that capacity. In particular, they shall give women equal rights to conclude contracts and to administer property and shall treat them equally in all stages of procedure in courts and tribunals".

167. The absence of discrimination against women in Jordan stems from the Jordanian Constitution, which establishes the principle of equality of all Jordanian citizens, men and women. However, it must be added that some existing laws contain provisions that discriminate against women, although a movement is emerging, at the level of both the State and civil society, in favour of the amendment of these discriminatory clauses. The Legal Committee of the Jordanian National Committee for Women has conducted a survey of the laws and regulations that contain a form of discrimination against women, with a view to proposing amendments to them. As was stated earlier in this report, a number of instruments have already been amended.

168. Jordanian women enjoy a legal capacity identical to that of men in all civil matters, including the conclusion of contracts, the administration of property and all commercial operations, in terms of ownership, administration and supervision, without the intervention of their husbands or other male family members and without any requirement for their consent. The Jordanian Civil Code (Act No. 43 of 1976) defines natural persons as follows: "All adults of sound mind shall be fully eligible to exercise their civil rights, provided that they are not subject to any restriction, the age of majority being 18 completed solar years". It is clear from this instrument that there is no discrimination between men and women with regard to legal capacity in civil matters.

169. Women are treated exactly the same as men before the courts. They may appear in court as plaintiffs or defendants. Their testimony is equally admissible, except in cases governed by the shariah, in which a man's testimony is worth that of two women, in accordance with Islamic case law. Female lawyers

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have the same rights as male lawyers with regard to the representation of their clients before the courts and specialized judicial bodies. Women may be members of the judiciary, except in courts governed by the shariah. Indeed, two women were made judges in 1997.

170. Public legal aid is granted to all persons in need, irrespective of gender. All the non-governmental women's organizations and other associations established throughout the country have legal aid and education programmes aimed at eliminating legal "illiteracy" among women and raising their awareness of their rights and obligations under the laws and regulations currently in force. Several organizations offer legal services to needy women free of charge or for a token fee and provide them with defence counsel in court. These organizations are also campaigning very actively for the amendment of laws and regulations that infringe women's rights or discriminate against them. However, these organizations should direct the aforementioned programmes and seminars at all sections of the population and not just at women.

171. In the same situations, women and men are accorded the same compensation and are subject to the same penalties, but no studies have been undertaken to determine to what extent there may be discrimination against women as far as judicial practice is concerned, apart from a study on Jordanian women which looks at the gap between legal principle and practice. No legal concept is applicable to women without also being applicable to men.

Article 15 (3)

> "3. States Parties agree that all contracts and all other private instruments of any kind with a legal effect which is directed at restricting the legal capacity of women shall be deemed null and void".

172. There are no Jordanian laws that restrict the legal capacity of women by virtue of any contract. The Civil Code sets out the conditions for the conclusion of contracts, including the capacity to conclude a given contract, and article 116 of the Code provides that "all persons have the right to make contracts, provided that their capacity to do so has neither been revoked nor restricted by law". Legal capacity in civil matters is assumed by persons, who may be either men or women. Legal capacity with respect to marriage is exercised through the bride's guardian if she is a minor. The judge may authorize the female minor's marriage if she has no guardian or if her guardian opposes the marriage for no legitimate reason.

Article 15 (4)

> "4. States Parties shall accord to men and women the same rights with regard to the law relating to the movement of persons and the freedom to choose their residence and domicile".

173. Jordan entered a reservation to this provision of the Convention on the grounds that it is contrary to Islamic directives. The Act on personal status stipulates that a woman must live in the domicile of her legal husband and follow him everywhere, including outside the country if he guarantees her safety, unless the marriage contract states otherwise. Women can in fact

include in the contract clauses specifying the place of residence. Numerous traditions and customs govern the question of the domicile of women and girls. Girls may not leave their parents' domicile and live in their own home until they marry. The situation is similar for married women, who may not choose their place of residence without their husband's consent. The reservation provoked debate in Jordan, and some experts in fiqh (jurisconsults), notably the theologian Abdelaziz Al-Khayat, consider that according women the right to freedom of movement and to choose their place of residence is not contrary to the shariah, particularly since, as was stated above, women may set conditions on that subject in the marriage contract. Non-governmental organizations are demanding withdrawal of the reservation on the basis of this theological and legal interpretation, according to which it is lawful for women to live alone before marriage and thus also after marriage.

174. Female immigrants working in Jordan are treated on an equal footing with male immigrants, in that there are no laws preventing their family members from joining them.

Article 16. Marriage and family relations

> "1. States Parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations and in particular shall ensure, on a basis of equality of men and women:
>
> (a) The same right to enter into marriage".

175. The cadi of cadis (a legal and religious body) has jurisdiction over all personal status matters, in accordance with the Islamic shariah and fiqh, and the parish authorities of the various Christian churches have the same jurisdiction over the personal status matters of members of their community: marriage, separation, legal adoption of children, etc.

176. Act No. 61 of 1976 on personal status contains provisions governing family relations and matters relating thereto: guardianship and marriage contracts, what is allowed and what is prohibited, types of marriage and marriage settlement, dowry, support, divorce, breastfeeding, custody, etc. The provisions of the Act on personal status concerning marriage and related matters (including support and dowry) are based on the Sunna (words and acts) of the Prophet and on fiqh (law and doctrine), which contains commentaries based on the Hanafi rite, as well as on analysis and interpretation and on certain instruments of positive law. With regard to inheritance, the Act is based on the shariah. Consequently, the formation of families in Jordan is governed by article 2 of the Act on personal status, which stipulates that: "Marriage is a contract concluded between a man and a woman whom he may lawfully marry for the purpose of founding a family and having common issue". Article 3 provides that "the marriage contract is not concluded by the proposal, the betrothal, the reading of the Fatihah (the first surah of the Koran) or the payment or acceptance of the dowry". Article 5 states that "in order for the marriage to be valid, the prospective husband and wife must be of sound mind and have reached the age of 16 years and 15 years respectively". The only accepted family structure in Jordan is thus a family legally constituted by a marriage

contract concluded in a shariah court, in the case of Muslims, and a church, in the case of Christians. It must be added that there are no laws dealing with sexual practices. Sexual relations outside legal marriage are treated as zina (adultery) or immorality and are punished as such. The Act on personal status contains a number of articles granting men and women identical rights with respect to the marriage contract. Article 4 stipulates that "both the fiancé and the fiancée have the right to withdraw from the engagement". Article 14 states that "the contract is concluded by the affirmative response of both prospective spouses or their representatives during the marriage ceremony", and article 19 adds that "any condition of the marriage contract favourable to either of the two parties that is not contrary to the aims of marriage and does not impose any obligation forbidden by law must be honoured".

177. However, pursuant to the shariah, the Act on personal status gives men the right to marry women belonging to other monotheistic religions but does not accord that right to women, since article 33 stipulates that "the marriage shall be null and void in the following instances: (a) if a Muslim woman is joined with a non-Muslim man; (b) if a Muslim man is joined with a woman who is not an adherent of one of religions of the Book; (c) if a man is joined with a woman whose ties of kinship with him prohibit this union". The Act on personal status is also based on the provisions of fiqh, which permit "double, triple and quadruple" polygamy. The shariah gives men the right to have up to four wives simultaneously, provided that all are treated equally and that they live under the same roof only if they consent to do so. The polygamy rate in Jordan is 8 per cent. Of course, there is no polygamy among the Christian population, whose religion forbids this practice.

178. The family unit consisting of the mother, the father and the unmarried children is the most common family structure in Jordan, accounting for 92.58 per cent of all families. The extended family, in which the parents, their married children and the latter's wives and children all live under the same roof, accounts for 5.48 per cent of families. Mention should be made in this connection of Ibrahim Othman's study on the family unit, which shows that the evolution of the structure of the family has not been accompanied by a change in male and female roles. In 1996, the proportion of families headed by a woman was 9.6 per cent, and, in 1993, the proportion of poor families headed by a woman was 6.3 per cent.

Article 16 (1) (b)

> "The same right freely to choose a spouse and to enter into marriage only with their free and full consent".

179. As was stated in the preceding paragraph, articles 4 and 14 of the Act on personal status grant women the same right freely to choose a spouse and to enter into marriage only with their free and full consent. In order to confirm that right, one of the paragraphs of article 34 of the Act, listing instances in which the marriage is null and void, includes cases in which the marriage is contracted under duress. Furthermore, article 13 of the Act accords divorced or widowed women who are aged over 18 of sound mind the right to remarry without the consent of their guardian. The Legal Committee of the Jordanian National Committee for Women has recommended the addition of a passage or article stating

clearly that the guardianship required in the case of first marriages is shared with the girl, who must be able to give her consent. In real life, however, the girl's choice of a spouse is often not completely free because, in most cases, custom and tradition limit her capacity to exercise this right, particularly in rural areas.

Article 16 (1) (c)

> "The same rights and responsibilities during marriage and at its dissolution".

180. Jordan entered reservations to this paragraph, which can be interpreted in a manner that is incompatible with the directives of the shariah, but those reservations do not mean that the instruments currently in force do not provide equivalent rights. In addition to the articles of the Act on personal status mentioned in the two preceding paragraphs of this report, which all provide equal rights for both spouses during marriage and in the choice of the future spouse, there are specific provisions guaranteeing the rights of married women. Article 20 of the Act on personal status stipulates that "marriage is conditional upon the man's financial ability to provide for his wife, which includes the dowry and support; this ability shall be verified during the conclusion of the marriage contract, its subsequent loss being without effect on the contract". Article 35 states that "a valid marriage establishes between a man and a woman the obligation, with respect to the former, to pay a dowry and support, and the right of inheritance". Article 36 adds that "the man shall provide suitably furnished accommodation, according to his means, in his place of residence or employment". It has been proposed, however, that this provision should be amended to specify that this legal domicile must have the amenities necessary for modern life. Article 38 provides that "the husband may not house his parents and relatives or his child in the accommodation provided for his wife without her consent, unless they are destitute or disabled persons for whom he is unable to provide alternative accommodation and provided that their presence in his home does not affect the conjugal life of the spouses; likewise, a woman may not house her children from previous marriages or her relatives without her husband's consent".

181. Article 40 of the Act on personal status stipulates that "a man who is married to more than one woman must ensure absolute equality and equity among his wives and may not house them under the same roof without their consent". It has been proposed, inter alia, that this provision should be made fairer to women and that the conditions for polygamy should be stricter: equality and equity among the wives; authorization by a judge, who must verify the man's ability to maintain several households; right of the first wife to sue for divorce if her husband takes a second wife without her consent, while retaining the possibility of asserting all her rights as a wife in accordance with the shariah.

182. The rights of the wife during marriage include a dowry and support. Article 60 stipulates that "the wife has the right to a dowry". Article 66 states that "(a) the wife's support shall include food, clothing, housing, appropriate beauty care and servants if women of the same rank have them; (b) if the man does not provide for his wife or if it is proved that what he pays is

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inadequate, he may be compelled to fulfil this obligation". Article 167 states that "all persons are financially responsible for their own upkeep, except wives, who are supported by their husbands".

183. However, the obligation to provide for the wife ceases if she works outside the marital home without her husband's consent or if she "rebels" (article 68), "rebellion" against the husband being defined in article 69 as "leaving the marital home for no legitimate reason or denying the husband access to the said home without having first requested his transfer to another place of residence". Among the legitimate reasons for leaving the marital home are battery and other ill-treatment. Article 73 stipulates that: "If the husband does not provide for his wife and if she so requests, the judge may order the payment in advance of sums corresponding to the wife's expenses for a certain number of days, these sums being treated as a debt for which the defaulting husband is liable". Article 75 provides that the wife may be supported by a third party if it is impossible to obtain a maintenance allowance from the husband, and article 66 provides that the wife may be supported from the assets of her absent husband. Article 72 requires the husband "to bear the funeral expenses in the event of his wife's death". In return for these rights, the wife contracts a certain number of obligations, which are derived from the shariah and from custom, including the obligation to take care of the family, the children and the home without remuneration, with the exception of remuneration for breastfeeding during the idda waiting period following irrevocable repudiation in which she may not remarry, and the remuneration of any servants if such services form part of her expenses.

184. The Act on personal status also stipulates that, in the event of the husband's death, the wife is entitled to the deferred portion of the dowry and to her share of the inheritance, which varies according to the number of claimants to the estate (children, parents and collaterals). The wife takes her share of the inheritance from the husband's movable and immovable property. The social practices that, in the past, deprived women - wives or daughters - of the share of the inheritance to which they were entitled have been prohibited. Non-governmental women's organizations are conducting campaigns to raise women's awareness of their rights, including with respect to inheritance. A widow who remarries may marry any person who is not "prohibited" following a waiting period set at four months and 10 days. In the past, some widows would marry a brother of their dead husband, the argument being that they were unable to support their children and the marriage enabled the uncle to provide for his dead brother's issue. This practice has now disappeared for good, except for a few cases still encountered in the countryside.

185. With respect to the rights of the wife upon dissolution of the marriage, articles 113 and 116 of the Act give the wife the right to request separation from her husband if some defect prevents him from fulfilling his conjugal duty while she is able to fulfil hers. Article 120 gives the wife the right to request separation from her husband if he becomes insane after the marriage. In the event of the husband's absence, the wife has the right to request separation if this absence is prejudicial to her and if the husband's address is known. Article 123 states that "if the wife presents proof that her husband has been absent or has abandoned her for at least one year for no legitimate reason, and if the husband's address is known, she may ask the judge to grant her an

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irrevocable divorce if the absence or abandonment is prejudicial to her and if she has sufficient means to support herself". Article 125 stipulates that "if the husband is absent and is in a place where he cannot be reached by mail or if his address is unknown, and if the wife proves these facts and confirms them under oath, the judge shall grant her an immediate divorce with no fault being attributed to her; the divorce petition shall be rejected if the wife does not present proof of the facts or refuses to confirm them under oath". The wife may also terminate the marriage herself if this power is provided for in the marriage contract.

186. Article 126 of the Act gives the wife the right to request separation if the husband is unable to pay the first part of the dowry either in part or in full. Regarding failure to provide support, article 127 stipulates that "where a husband who has been ordered to provide for his wife fails to do so, if he is in possession of distrainable property, his wife shall be supported by distraining on this property, and if he has no property and is known to be neither indigent nor wealthy or is known to be wealthy but persists in his refusal to support his wife, the judge shall grant her an immediate divorce. An immediate divorce shall also be granted if the husband pleads indigence and this is shown to be false; if the claim of indigence is proven, divorce shall be granted after a period of at least one month and no more than three months if the husband has still not complied". Article 131 accords the right to separation if the husband disappears, subject to certain conditions (search and investigation and a waiting period of four years). In the event of a disaster in which there is every reason to believe that the husband has perished, the judge may grant a divorce after a period of at least one year from the date of the disaster.

187. In the event of conflict and discord between the spouses, the wife has the same right as the husband to request separation. Article 132 stipulates that "in the event of conflict or discord, either of the spouses shall have the right to request separation if he or she considers that the other is subjecting him or her to verbal or physical abuse such as to render conjugal life impossible". Paragraph (e) of the same article states that "if the judges are unable to reconcile the two spouses and they consider that the fault rests entirely with the wife, they shall grant the divorce and they shall be free to determine the conditions, provided that they preserve the wife's right to the dowry and the entitlements related thereto; if the fault rests entirely with the husband, they shall grant an irrevocable divorce and the wife shall retain all her matrimonial rights as if the divorce had been initiated by the husband, and he shall be obliged to continue to support her during the idda waiting period, except in the case of rebellion by the wife".

188. With respect to arbitrary divorce, article 134 of the Act provides that "if a husband arbitrarily repudiates his wife, for example, without just cause, and the wife requests compensation, the judge may grant her whatever sum he deems appropriate, which shall not exceed the equivalent of one year's maintenance allowance and which shall be paid in one or more instalments, depending on the circumstances; the husband's wealth or lack thereof shall be taken into account and this compensation shall not affect the other matrimonial rights of the wife, including the right to receive a maintenance allowance during the idda waiting period. Under the amendments proposed in this regard, all matters relating to

repudiation and revocation of repudiation would come within the jurisdict
the courts, repudiation being valid only if it took place before a judge,
addition, the compensation to which the repudiated wife would be entitle
be the equivalent of five years' maintenance allowance. The husband is
by law to register the repudiation, failure to do so within a specified
rendering him liable to a penalty. The wife can also sue for divorce in
number of other situations, including if the husband is a drug addict or
alcoholic.

189. The Act on personal status and the directives of the Islamic sharia
the man the right to repudiate the woman to whom he is joined in marriag
word, in writing or by deed, but repudiation by a person under the influ
alcohol or drugs, by an imposter or by a person who is insane, unconscio
asleep is invalid. The man has the right to repudiate his wife three ti
before three gatherings, and must register the repudiation with a judge
two weeks if it did not take place before a judge. The wife, for her pa
terminate the marriage if she has included this power in the marriage co
which thus confers on her the right of repudiation. As for the rights o
woman relating to her material situation in the event of divorce, the hu
must continue to support her during the idda waiting period, which is th
menstrual cycles, or the equivalent for women who are pregnant or have b
through menopause. The woman also has the right to the portion of the d
stipulated in the marriage contract and, if she is still breastfeeding,
nursing allowance until the child reaches the age of two, unless he is w
prior to this. If the children are placed in the custody of their mothe
is entitled to a maintenance allowance for them for as long as she retai
custody. The woman has no other right to the man's movable or immovable
property unless it is jointly owned, in which case the two parties must
upon the method of dividing this joint property.

Article 16 (1) (d)

> "The same rights and responsibilities as parents, irrespective
> their marital status, in matters relating to their children; in all
> the interests of the children shall be paramount".

190. Jordan entered a reservation to this paragraph, again because of it
incompatibility with the Islamic shariah, which grants guardianship to t
However, like the legislation currently in force, it deems the interests
children to be paramount, whether with respect to breastfeeding or in
determining the most appropriate custody arrangement. Regarding breastf
article 150 stipulates that "the mother is responsible for nursing the c
she may be compelled to do so if the father cannot afford to pay a wet-n
no volunteer comes forward or the child refuses to nurse from any woman
than his mother". Article 151 provides that "if the mother refuses to n
child, the father shall employ another woman to nurse the child in the m
home". Article 152 states that "the mother is not entitled to remunerat
breastfeeding during marriage or during the idda waiting period followin
revocable repudiation, but she is so entitled during the idda waiting pe
following irrevocable repudiation and thereafter".

191. With respect to the custody of children, article 154 provides that "the biological mother has the foremost right to custody of her children and to bring them up during the marriage and after separation; next come her female relatives in the order laid down by Imam Abu Hanifa". However, article 156 prohibits the granting of custody of a child to a person whose husband is not "prohibited" to the child, since it stipulates that "a woman who has custody of a child shall lose custody if she marries a person other than a close relative who is 'prohibited' to the child". Article 162 states that a mother who refuses to remarry in order to bring up her children may have custody of them until they reach the age of puberty. The maintenance of children is the father's responsibility. However, article 170, paragraph 1, stipulates that "if the father is indigent and cannot pay either doctor's fees, medical expenses or the child's school fees and the mother is able to do so, the mother shall bear these costs on the understanding that they constitute a debt payable by the father when his circumstances improve; this is also the case for absent fathers from whom it is difficult to obtain child support".

Article 16 (1) (e)

> "The same rights to decide freely and responsibly on the number and spacing of their children and to have access to the information, education and means to enable them to exercise these rights".

192. Nothing in Jordanian law either grants or takes away the right of mothers and fathers to decide on the number and spacing of their children. Numerous public bodies and non-governmental organizations are providing families with information and raising their awareness on these issues. By way of example, the Ministry of Health provides women throughout the country with maternal and child health services at 307 centres, which, in addition to offering free health care and nutrition services to pregnant women, continue to give them nutrition advice and tonics and iron supplements free of charge after their pregnancies. In 1980, the concept of birth spacing in the interests of the mother's health was incorporated into numerous projects, and maternal and child health centres started to offer services in this area. More recently, the concept of reproductive health was adopted with a view to offering a complete range of services to mothers, fathers, young people and children. The Ministry of Health also provides family planning services, which consist in offering advice on the subject and providing contraceptives to women who want them after the necessary tests and medical examinations. The Ministry also provides the corresponding medical care and education.

193. Paragraphs 114 and 133 to 135 of this report describe the measures provided for in this area in the national population strategy and the role played in this field by non-governmental organizations.

Article 16 (1) (f)

> "The same rights and responsibilities with regard to guardianship, wardship, trusteeship and adoption of children, or similar institutions where these concepts exist in national legislation; in all cases the interests of the children shall be paramount".

194. In addition to the information given in paragraph 37 concerning the custody of children, it must be added that the guardianship and the wardship of children are by nature the responsibility of the father, who is the guardian and master of his children. The maintenance of children is also the father's responsibility, unless he is indigent, and this obligation continues, in respect of daughters, until they marry, unless they already have an income of their own, and, in respect of sons, until they reach the age at which male children have their own income, unless they are pursuing studies. The father is required to provide adequately for his children's education at every level of education. He is also required to bear the costs of medical care for his children. If the father is not financially able to fulfil these obligations and the mother is sufficiently wealthy to do so in his place, the sums involved remain a debt payable by the father. This is also the case for absent fathers from whom it is not possible to obtain child support. With regard to adoption, since this concept does not exist in Islam, positive law does not provide any rights in terms of filiation, inheritance or otherwise for children raised by someone other than their father in accordance with the shariah. There is, however, the system of "kafala", which designates the custody and upbringing of one or more children by someone other than their father or mother and which confers on the children all rights except those relating to filiation and inheritance. Under this system, the "guardian" may make a gift of all or part of his movable and immovable property to the child and may include a provision to this effect in his will.

Article 16 (1) (g)

> "The same personal rights as husband and wife, including the right to choose a family name, a profession and an occupation".

195. Jordan also entered reservation to this paragraph of article 16. Nevertheless, Jordanian women keep their name after marriage, and official documents relating to them are drawn up accordingly. This has been the case since the beginning of the 1980s. Previously, women used their husband's name on documents such as passports; today, however, they are first identified by their father's name, and then their husband's name is indicated in order to maintain all their rights and obligations with respect to their father and husband.

196. With regard to the free choice of a profession, while there is nothing to prevent a woman from including in the marriage contract a clause to the effect that she may work and freely choose her profession, if she does not include such a clause and, after the marriage, works outside the home without the consent of her spouse, the latter is no longer obliged to support her, in accordance with article 68 of the Act on personal status.

Article 16 (1) (h)

> "The same rights for both spouses in respect of the ownership, acquisition, management, administration, enjoyment and disposition of property, whether free of charge or for a valuable consideration".

197. There is no provision under religious or substantive law that discriminates between the husband and the wife with regard to the rights to the ownership, acquisition or management of property, since the shariah - which is one of the sources of legislation under substantive law - provides that the financial responsibility of the wife is different from that of the husband. Consequently, the wife has the right to acquire, sell or freely dispose of her property and is not obliged under religious law or substantive law to maintain part of it in order to support herself or her children, which she can, nevertheless, do voluntarily if she wishes to share in the household expenses. If there are any forms of discrimination in this area, they are attributable to social practices and traditions as well as to the fact that women are still not fully aware of their rights. Although the shariah accords women the right to inherit from both their fathers as well as their husbands, it frequently happens that they renounce that right in favour of a close male relative. As seen above, in paragraph 141 of this report, the percentage of women property owners is very low. In this regard, attention should be focused on a problem encountered by girls, particularly in rural areas, namely, that of renouncing their share of the inheritance. In general, the brothers or the father put pressure on a girl who is getting married by giving her the choice, several minutes before the wedding ceremony, of relinquishing up her share of the inheritance or renouncing the marriage. The girl is thus practically forced to choose the first solution in order to avoid the scandal and social opprobrium that would surely result from renouncing the marriage at the last minute.

198. The rules governing inheritance are based on precepts of the shariah, which itself derives them from the Holy Koran, where they are set forth in detail. The principle of sharing is based on the functions and responsibilities conferred on men and women within the family and in society. According to the shariah, the responsibility for material matters lies with the husband. He is required to provide for all the needs of the family, and the wife has no obligation to do so unless she so wishes out of a desire to be of assistance and to participate in that task. Accordingly, daughters receive a smaller share than sons ("To a man as much as to two women") in inheriting from the father. When a husband dies, the widow obtains one eighth of the inheritance and the parents of the deceased each receive one sixth. When a wife dies, the widower obtains one fourth of the inheritance and the parents of the deceased each receive one sixth. If there are no male children, the number of beneficiaries increases to include paternal uncles and aunts and the brothers and sisters of the deceased. If the deceased person's sole descendant is a daughter, she receives half the inheritance and the rest is shared among the other beneficiaries. If the deceased had two or more daughters, they share two thirds of the inheritance and the other beneficiaries the rest. It is generally acknowledged that this is one of the reasons why parents prefer to have boys.

199. The administration of movable and immovable property is based on the legal ownership of such property. If the wife is a property owner, she has the right

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to administer it, even though property acquired after marriage is often registered in the name of the husband, unless it is a question of acquisition by inheritance. With regard to the seizure of property, Act No. 31 of 1956 emphasizes the need to limit such seizure to the property owned by the person in debt or at fault and not to touch the property of other members of the family. The Act also sets forth a number of guarantees for the wife and children. Article 60, for example, reaffirms the prohibition against the seizure or sale of property necessary for supporting the wife, and article 74 stipulates that no more than one quarter of the amount of the pension of retired persons, widows or orphans may be seized and that, if the party at fault must make support payments, the equivalent amount of those payments and a quarter of the salary to cover other debts shall be garnished from his income. Article 81 prohibits the sale of the home where the debtor resides with his family, provided that the dwelling is in accordance with his situation. Article 127 stipulates that anyone who is required by law to support his wife and fails to do so is liable to imprisonment without any need to determine his financial means. The law therefore guarantees the rights of a wife whose husband incurs bankruptcy and allows her and her children to continue to live a dignified life.

200. The activities of non-governmental organizations with regard to the promotion of legal literacy cover many aspects of religious and substantive law and all regions of the country. These organizations have carried out many educational programmes and have organized training courses in the law, the shariah and social customs. They have opened legal advice offices in various provinces and conducted orientation programmes on the rights and obligations of the two spouses. They have also organized awareness-raising lectures and seminars and produced plays on the marriage age and family relations, as well as campaigns to amend the Act on personal status in such a way as to guarantee the same rights for husbands and wives.

Article 16, paragraph 2

> "The betrothal and the marriage of a child shall have no legal effect, and all necessary action, including legislation, shall be taken to specify a minimum age for marriage and to make the registration of marriages in an official registry compulsory".

201. Article 5 of the act on personal status provides, as a condition for marriage, that the future husband and the future wife must be of sound mind and that the former must be at least 16 years of age and the latter at least 15 years of age. The marriage certificate is issued only after the submission of documents proving that both future spouses are of the required legal age for marriage. The minimum age for marriage is therefore lower than that required for most other official documents, which is 18 years. Nevertheless, there still exists the very limited practice of the betrothal of children, in which the parents announce the betrothal of their children and then have the official ceremony performed when the betrothed reach the legal age. Non-governmental organizations have been calling for the amendment of this law in order to raise the legal age of marriage to 18 years, the age of majority in other legal texts and in international conventions.

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202. With regard to the registration of a marriage, article 17 reads as follows: "(a) the future husband must appear before the cadi or his replacement in order to have the certificate issued; (b) the marriage certificate must be drawn up by the notary authorized to do so by the cadi, who draws up an official document, which may also be drawn up by the cadi himself in exceptional circumstances and with the consent of the cadi of cadis; (c) if the marriage takes place without an official document, the person who has performed the ceremony, the two spouses and the witnesses shall be subject to the penalties provided for under the Jordanian Penal Code, as well as to a fine, the amount of which may not exceed 100 dinars; (d) any notary authorized for this purpose by the cadi who does not register the certificate in an official document after collecting the corresponding fees shall be subject to the penalties provided for under the preceding paragraph and shall be relieved of his functions". Paragraph 2 of article 279 of the Penal Code, moreover, stipulates the following: "Anyone who officiates the marriage of or performs a marriage ceremony for a girl under the age of 15 years or in any way assists in the commission of such acts shall be subject to a penalty of one to six months' imprisonment".

II. FUTURE ACTION

203. During the workshops organized to consider the present report, agreement was reached on the measures which public institutions, non-governmental organizations and the Jordanian National Committee for Women should take in the coming years to ensure the effective implementation of the Convention in Jordan. Although these measures, which were designed to be practical and implementable in the medium term, were assigned on the basis of the party that would assume responsibility for them - public institutions, non-governmental organizations or the Committee - some of them are more general and can be carried out by all the parties concerned.

204. It was agreed that public institutions, each within its sphere of competence, would be responsible for the following tasks:

- Providing legal guarantees prohibiting discrimination based on sex;
- Encouraging the media to play a more positive role with regard to development issues and societal problems, to promote studies on the subject, to implement an information and education strategy and to desist from portraying women as inferior beings;
- Setting up or strengthening institutional mechanisms enabling women and girls to report acts of violence and lodge complaints in a climate of security and stability;
- Taking measures to encourage the participation of women in the civil service, endeavouring to ensure a balance between the two sexes in appointments to high-level posts and establishing mechanisms for setting aside a share of high-level posts for female candidates;
- Improving recruitment programmes in order to ensure equal opportunity between the two sexes and setting up career advancement programmes;

- Reviewing criteria for recruitment and appointment to high-level posts in order to ensure that they do not discriminate against women;
- Designing curricula and school textbooks free of any stereotypes based on sexual identity;
- Changing social and cultural behaviour patterns, particularly in education;
- Improving health care in order to make better health services available to women;
- Insisting on the representation of women in the diplomatic corps, and in delegations and in the organizations of the United Nations system;
- Ensuring effective implementation of the principle of compulsory education and taking measures to combat the drop-out problem;
- Integrating disabled persons into education;
- Ensuring equality between men and women for missions and study trips both within and outside the country, and seeing to it that women on mission receive the same salaries as men;
- Strengthening the role of female and male counsellors in schools and increasing their number;
- Expanding the scope of health insurance services with regard, in particular, to reproductive health;
- Making the pre-marital medical examination compulsory.

205. It was also agreed that non-governmental organizations would assume the following tasks:

- Encouraging local women's groups and the media to carry out education and awareness-raising programmes;
- Increasing the number of pressure mechanisms in favour of the implementation of the Convention;
- Setting up or strengthening institutional mechanisms enabling women and girls to report acts of violence and lodge complaints in a climate of security and stability;
- Establishing training mechanisms and providing such training to women who participate in production activities or hold political or administrative posts;
- Setting up health-awareness programmes to meet the needs of women at all stages in their lives, as well as awareness-raising programmes on the impact of abortion on women's health and female mortality;

- Strengthening the economic independence of women and ensuring equality of men and women in this area with regard, in particular, to access by rural women to the means of production;

- Teaching women to set up small projects and obtain the necessary insurance and loans, particularly in rural areas;

- Ensuring that the National Charter becomes binding;

- Putting pressure on the Ministry of Labour to take firm measures against employers who fail to comply with labour legislation;

- Ensuring that the electoral law and Act No. 33 of 1966 on associations are amended;

- Ensuring that the retirement age for women is changed so that they retire after 15 years of service only if they so request;

- Making unemployment insurance available;

- Exerting pressure for the establishment of a minimum wage salary in the field of private security;

- Exerting pressure for the family allowances of civil servants to be increased;

- Stressing the need to withdraw the reservations to the Convention by:

  - Determining whether the reservations are contrary to the spirit of the Convention;

  - Determining which reservations are contrary to the shariah;

  - Analysing decisions taken by the shariah courts.

206. It was further decided that the Jordanian National Committee for Women would be responsible for the following tasks:

- Continuing to review and study the texts of laws in order to ensure that persons who commit acts of violence against women and girls in the home, the workplace and society are punished, and to study the texts of laws which involve discriminatory practices, in order to amend them;

- Ensuring the exercise by women of the right to equal pay for equal work, and combating discrimination in the labour market and in recruitment and promotion;

- Reviewing the social security Act in the light of national policies and priorities in order to determine ways of ensuring equality between the sexes in this field, so that women can benefit from the provisions of the Act on an equal footing with men;

- Reviewing the laws on personal status in order to amend provisions which deprive women of certain rights;
- Expanding the qualitative analysis designed to ensure that laws and policies are implemented without discrimination;
- Carrying out a study on changes in the traditional roles of men and women in Jordanian society;
- Considering article 16 of the Convention in order to analyse its content and determine to what extent it is in keeping with the shariah.

207. Lastly, it was agreed that the following tasks would be the responsibility of all the parties:

- Endeavouring to ensure, through the Jordanian National Committee for Women, that the legal procedure for integrating the Convention into Jordanian law is carried out;
- Taking steps to change the stereotyped image of women in the media by organizing workshops for media professionals and decision makers;
- Ensuring equality of men and women with regard to reversion benefits;
- Attaching importance to psychological health and mental health services;
- Encouraging rural women's cooperatives;
- Ensuring recognition of the rights of rural working women and the provision of benefits to them through social security;
- Ensuring the effective participation of rural women in the planning, execution and follow-up of programmes and projects;
- Establishing shelters for women victims of violence;
- Adopting and implementing the legislative amendments proposed by the Jordanian National Committee for Women;
- Carrying out studies and gathering, analysing and agenda-disaggregating statistics and socio-economic indicators in order to use them in planning and implementing policies and programmes for strengthening equality between the sexes, and carrying out studies on women's issues and gender differences;
- Promoting the simplification of banking procedures and the opening of special bank windows for granting loans to women, in coordination with the private sector;

- Promoting the adoption of national policies which support savings, insurance and credit mechanisms for women.

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ANNEX I

List of institutions that have participated in the preparation of this report

I. Government institutions

Ministry of Foreign Affairs
Ministry of Administrative Reform
Ministry of Planning
Ministry of Education
Ministry of Social Development
Ministry of the Interior
Ministry of Agriculture
Ministry of Community Affairs and the Environment
Ministry of Youth
Ministry of Health and Welfare
Ministry of Justice
Ministry of Labour
University of Jordan
Hashemite University
Office of Agricultural Credit
Vocational Training Agency
Department of Statistics
Institute of General Administration
Civil Service Department

II. Non-governmental organizations

Union of Jordanian Women, Jarash chapter
Humanist Forum for Women's Rights
Jordanian National Association of Women's Committees
Association for the Protection of Children in Jordan
Association of Arab Women in Jordan
Women's Renaissance Association
Association of Women Heads of Household/Zarqa
Queen Alia Voluntary Social Action Fund
Nour al-Hussein Foundation
Princess Basma Centre for Women's Issues
Women Professionals and Enterprise Heads Club

List of participants in the discussion workshops for this report

I. Government institutions

Ministry of Labour
Ministry of Social Development
Ministry of Education
Ministry of Health and Welfare
General Secretariat of the Board of Higher Education
Ministry of Culture
Ministry of Community Affairs and the Environment

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Ministry of Foreign Affairs
Ministry of the Interior
Vocational Training Agency
Social Security Agency
Housing and Urban Development Agency
Civil Service Department
Central Register Office
Department of Statistics

II. Non-governmental organizations

Jordanian National Association of Women's Committees
Princess Basma Centre for Women's Issues
Young Christians' Association
Nour al-Hussein Foundation
Arab Women's Association
Jordanian Women's Union
Humanist Forum for Women's Rights
Association of Women Heads of Household
Independent Training Association
Women Professionals and Enterprise Heads Club
Jarash Women's Association
"Right to Human Rights Service" Association
Tcherkesse Charitable Association
Al-Fahiss Women's Association
Legal Committee of the Jordanian National Committee for Women

ANNEX II

Jordanian National Strategy for Women

Introduction

During the past four decades Jordan has made considerable progress on the social and economic level, and this has had a positive impact on the role of women in society and on their ability to make an effective contribution to economic development and to the achievement of the social aspirations of all Jordanians.

In 1992, a Jordanian National Committee for Women was established because the Government wished to increase women's participation in economic, social and political life. The Committee is composed of representatives of all public and private agencies dealing with women's issues and is presided over by Her Royal Highness Princess Basma bint Talal. The establishment of this Committee marks another milestone on the road towards improving the status of women so that they can occupy their rightful place in society. The Committee made preparation of a Jordanian National Strategy for Women, which would be central to all national efforts, no matter what the area or direction, a top priority.

The Strategy is characterized by the fact that it is the fruit of a whole series of studies, meetings and seminars organized throughout the country with the participation of a great number of men and women representing a vast sample of society. All these actions led, in 1993, to the organization of a national conference where participants decided to adopt a fully integrated draft national strategy for women which would combine modernity with respect for the national heritage. National heritage relates to Arab and Islamic principles and values and to the ways they have evolved throughout the history of humankind. Modernity, on the other hand, involves keeping abreast of modern technologies, methods and developments which can improve the status of women in Jordan and support their role in the reconstruction of society, the consolidation of social progress and the realization of social development.

Preparation of this Strategy has made it possible to further highlight the fundamental principles laid down in the Jordanian National Charter, which stipulates that all Jordanians are equal before the law and have equal rights and obligations without regard to sex, race, language or religion. In line with the spirit of the Charter, the Strategy also emphasizes that in the exercise of their constitutional rights, all Jordanians are committed to safeguarding the higher interests of the nation and the ethics of national action so that the potential of Jordanian society may be channelled appropriately and so that the country's material and spiritual resources may be used to achieve the goals of unity, progress and building a better future.

I. FUNDAMENTAL PRINCIPLES OF THE STRATEGY

1. The National Strategy for Women is based primarily on the Jordanian constitution and the Jordanian National Charter. It is also based on the principles of the Islamic shariah on the values of Arab and Muslim society a on the principles of human rights.

2. In its aims and procedures and the mechanisms for its application the Strategy is consistent with the true values of Arab society and its noblest ideals, aspirations and desire for progress and development.

3. The Strategy seeks to promote the unity and cohesion of the family, whi is viewed as the basic unit, the foundation on which all society is based an the natural environment in which the individual grows and learns and where h personality develops.

4. The Strategy deals with women's issues starting from the fact that wome account for half of society and that, in the context of equality and balance between rights and obligations, it is they who raise the children and are th partners of the other half of society.

5. From the legislative, political, social and economic standpoint, the ro and status of women are products of overall development at the national and level. Consequently, efforts must be made, actively and systematically, to enhance the role of women, to improve their status in society and to do away with all forms of discrimination against them.

6. The National Strategy for Women supplements the overall development strategy in all its aspects - social, economic, political and cultural. It also compatible with other relevant regional and international strategies.

7. Balanced development means that women must play an active role in development, and that rights and obligations must be shared equitably. Development also means that account must be taken of the social and economic differences that exist between the different layers of society in all region the Kingdom.

8. The quantitative and qualitative development of the educational process the promotion within that context of self-reliance, efficiency and equitable distribution are essential preconditions for optimizing the contribution and role of women in society.

II. ELEMENTS OF THE STRATEGY

A. Legislative

Goals

1. To raise awareness, in Jordanian society in general and among women in particular, of women's legal rights and obligations, and the need to improve

laws and regulations dealing with the role of women both within the family and in society, and to strengthen that role by every available means.

2. To enact new legislation or amend existing laws so as to facilitate the elimination of all forms of discrimination against women in all areas and to strengthen the role of women in the reconstruction and progress of society.

3. To work on enacting legislation so as to ensure that women can exercise the political, economic, social and cultural rights set forth in the shariah. These laws would also preserve the legal and constitutional rights of women to equality, education, counselling, training and employment opportunities.

Proposed measures

1. Thorough study of existing laws and regulations so as to determine what legal changes are needed in order to eliminate all forms of discrimination against women. In this context, it will be necessary to work out a system of priorities and to encourage men and women from both the public and private sector to participate in the process.

2. Amendment of the laws and regulations which are detrimental to the rights and interests of women so as to eliminate all forms of discrimination against them, to strengthen their role in society and to improve their social situation. These include laws dealing with nationality, civil status, pensions, social security, health insurance, the right to work and professional associations and trade unions.

3. Amendment of the law on personal status so as to safeguard women's interests in harmony with the shariah. This would be effected through independent interpretation and reliance on the views of legal experts, while ensuring compatibility with the needs of the modern world and of the country's present state of development.

4. Enactment of new laws or amendment of existing laws so as to eliminate all forms of discrimination against women and make these laws compatible with the relevant international covenants dealing with women's issues and women's rights while preserving the cultural identity of Jordanian society. Official organizations would be urged to sign and ratify all other relevant agreements.

5. Increased participation of women - at both local and national levels - in the preparation of studies on the enactment of laws.

B. Economic

Goals

1. To increase the proportion of women in the labour force and to guarantee that they do not suffer from any discrimination in respect of employment in any area or sector of activity.

2. To provide needed assistance to encourage women to enter and remain in t labour market, by encouraging and developing support service for that purpose

Proposed measures

1. Publicity campaigns to make the idea of women at work socially acceptabl particularly as regards non-traditional sectors, and to give women the traini they need to work in those sectors.

2. Steps to encourage public institutions to adopt their own procedures anc methods so as to increase the professional qualifications of women and help t rise to higher administrative, decision-making and political positions.

3. Review of employment procedures of public institutions so as to prevent discrimination against women in regard to appointments and to encourage womer apply for vacancies.

4. Promotion of awareness among employers, directors and heads of administrative services about the need to eliminate all forms of discriminat: against women regarding employment, training and promotion. Steps should be taken to encourage upward mobility of women working in middle and lower management positions, where most women work.

5. Effective implementation of laws concerning non-discrimination between r and women as regards equal pay for equal work.

6. Establishment of counselling services on areas of employment for women legal mechanisms to enable them to assert their rights properly.

7. Increased participation of women in professional associations and trade unions, at every level, and steps to encourage the establishment of women's clubs and women's publications.

8. Steps to encourage women to work on their own, by making available more credit facilities, and necessary steps should be taken to reduce, as much as possible, the risks related to investment and production.

9. Provision of necessary support services for working women and steps to encourage, in particular, the establishment and development of higher-qualit day care centres and nurseries. Such facilities would encourage women to en and stay in the labour force, using the provisions contained in the Labour C

10. Safeguarding of the rights of women engaged in seasonal, part-time or occasional employment, that is the sort of employment available to large num of poor women, particularly in the cities. Measure should also be taken to guarantee respect for decent working conditions, in accordance with the labo legislation.

11. Establishment of parallel markets for women where they can sell and con their own products.

12. Establishment of an infrastructure which would support the role of rural women in agricultural and livestock production, encourage them to contribute . more actively to meeting their daily needs and channel the efforts of community groups to work to that end by providing these groups with the institutional, financial, technical and administrative support they need.

13. Organization of special programmes to retrain and prepare young women seeking employment in order to meet the needs for skilled labour in various sectors of the economy.

14. Assignment of particular importance to the participation of women in the planning and implementation of food safety programmes and the establishment of clear plans so as to achieve this goal in the context of a national food policy geared towards self-reliance and food production.

15. Conduct of the necessary steps to ensure health and safety in the places where women work and to create the conditions needed to achieve this.

C. Social

Goals

1. To improve the status and role of women within the family and society and to encourage social attitudes that strengthen women's role in social development.

2. To provide support to special categories of women, including single parents and older women, and to give special attention and care to handicapped women.

Proposed measures

1. Special attention to the development and protection of women in childhood, adolescence and when they have children of their own.

2. Conduct of steps to highlight more clearly the comprehensive nature of the role that women play in the development of society, both the traditional and non-traditional aspects, and to direct both education and the media towards supporting that role.

3. Conduct of steps to increase women's awareness and understanding of the nature of their rights and obligations, to promote sound social concepts and behaviours and to counteract negative practices.

4. Conduct of steps to increase women's awareness and understanding of environmental issues relating to energy and the rational use of water, by drawing attention to the role of women in conservation of the environment and the more efficient use of energy.

5. Conduct steps to increase women's awareness and understanding of issues relating to reproduction and positive practices in that area. This will be done

through the schools and the media and families will be encouraged to space the births of their children and to breastfeed them.

6. Consideration of issues relating to social and health problems of older women with a view to finding solutions to these problems and to begin implementing policies and programmes of action to that end.

7. Special attention to single-parent families and issues relating to this social phenomenon with a view to initiating policies and programmes to resolve them and to improve the social and economic status of women who are raising their children on their own; steps must also be taken to provide such families with enough social support so that these women can acquire and preserve their economic independence and to eliminate all the obstacles that prevent them from making use of credit mechanisms and other advantages.

8. Increased efforts to increase awareness of the problem of violence against women, both within and outside the home, inter alia, physical and mental harassment and physical abuse; legal follow-up services will be provided, if necessary, and consultative services will be offered to women who need them; support services will also be provided, if needed, including shelters and other forms of protection.

9. Provision of special services to handicapped women, including social rehabilitation and vocational retraining services, with a view to facilitating their participation in all aspects of daily life and their reintegration into society.

10. Provision of special services for poor women to improve their social, health and educational status and that of their family.

D. Education

Goals

1. To develop and improve educational services throughout the Kingdom.

2. To enhance the efficiency of the education system in promoting a positive image of women and of their status both within the family and in society and drawing attention to the role that women play in social development.

Proposed measures

1. Presentation of a more balanced picture of the family in general, and of women and young girls in particular, in school textbooks and curricula; this will be done by depicting women as people who work, produce and participate actively in all aspects of development, both within and outside the home, in the context of the social culture; at the same time women will be depicted as people who bear and raise children and look after the home.

2. Ensuring that vocational and education training is available to a greater number of women, particularly in agriculture, industry and the services sector, where women's participation is urgently needed.

3. Establishment of educational and career guidance services in educational establishments and public relations institutions so as to encourage young women to choose educational, university and vocational courses that are compatible both with their particular abilities and with the needs of the job market.

4. Broader dissemination of educational and vocational services and facilities as important elements of general education in the early stages, for boys and for girls; these services will deal, inter alia, with the acquisition of basic qualifications and information on trends in agriculture, industry and the service sector.

5. Reduction of the drop-out rate, particularly in the early years of basic education, both throughout the Kingdom and especially in poor and rural areas.

6. Support for the Ministry of Education's plan to reduce illiteracy from 17 to 8 per cent among the population aged over 15 years as a whole, and from 24 to 10 per cent among young girls by the year 2000.

7. Closer focus in school textbooks and curricula on the various aspects of health, family, population and environmental education so that studies in these areas may be more in line with the various needs of daily life.

8. Steps to encourage female students to pursue their university studies at the post-graduate level in order to participate more actively in research and teaching at the university level and to be able to hold managerial positions.

E. Health

Goals

1. To develop and improve health services for women in the Kingdom.

2. To raise awareness of health risks and to provide women with appropriate education regarding matters of health so as to improve the overall health of the population and of families.

Proposed measures

1. Provision of health services for women throughout their lives, from childhood until the time they have children of their own; this is important because it has a positive impact not only on the woman's health but on that of the entire family.

2. An increase in the number of maternal and child health centres along with wider publicity for the services that they provide in urban and rural areas and improvements in their performance and the quality of the services they provide.

3. Steps to promote wider availability of essential services provided by public and private health centres, so that women may space the births of their children.

4. Particular attention to educating women in matters of health, developing special programmes dealing with health education and encouraging the media to play an active role in health education and promoting health awareness.

5. Improved teaching of medical science in the universities and vocational secondary schools, and encouragement for young women to choose this area of specialization.

6. Strengthening of the role of women in the health area, with special attention to them as both dispensers and beneficiaries of health services; women must therefore be given an opportunity to pursue university studies and training so as to enable them to occupy managerial positions in the health sector.

II. IMPLEMENTATION MECHANISM

The task of planning, implementing and evaluating the various elements of the National Strategy for Women is the responsibility of the public and private organizations which deal with women's issues, each according to its area of competence and sphere of activity. They will draw up plans, take the necessary steps, embark on various activities and implement various programmes and projects, all of which should lead to the implementation of the goals of the Strategy. The Jordanian National Committee for Women, for its part, will be responsible for the follow-up and evaluation of the implementation of the Strategy, according to the following methods and procedures:

1. The Jordanian National Committee for Women is trying to enhance the role of women as an effective lobby within Jordanian society. It is also trying to enlist the support of various groups, organizations and strata of society and to get them to lobby on women's issues. To that end, it is trying to highlight these issues, to correct the negative aspects and to promote the positive aspects.

2. The Committee is trying to have women's issues and the measures needed to deal with these issues included in all the economic and social development plans. To achieve this objective it will establish the necessary contacts and participate fully in the preparation of the various development plans.

3. Each year the Committee draws up a plan of work outlining the measures, activities and projects to be implemented during the year in the light of existing priorities and conditions.

4. In accordance with the tasks entrusted to it, the Committee insists on having annual reports from the various participating public and private organizations. To facilitate follow-up, evaluation and study these reports must indicate the goals achieved and activities initiated with a view to implementing the Strategy. The reports must also indicate the various areas of activity

involved - education, training, employment, health, social and political development, public relations, legislation and so forth.

5. Every two to three years, the Committee reviews the plans which have been undertaken, the results achieved and the difficulties encountered in implementing the goals of the Strategy. This is done by preparing the necessary evaluation studies, which are then considered in specialized seminars and workshops with the participation of representatives of the relevant public and private bodies.

6. The Committee supports and encourages the organization of conferences, seminars and workshops on women's issues and the preparation of studies and the gathering of data and documentation on such issues.

7. The Committee is trying to set up committees and teams throughout the Kingdom to follow up the implementation of the measures, activities and projects adopted by the Committee with a view to achieving the goals of the Strategy in the various areas.

8. In order to increase job opportunities and training available to women and to improve their working conditions, the Committee is trying to establish channels of communication and dialogue with the various organizations that deal with women's issues in the public and private sectors.

9. In order to exchange information and experience and embark on joint activities, the Committee is trying to establish contacts and channels of communication with the various regional and international organizations, particularly with Arab and Muslim organizations, which deal with women's issues and try to improve the status of women and to strengthen the role of women in society.

Annex III

Jordanian National Population Strategy

Introduction

The system of development planning which it adopted four decades ago has enabled Jordan to achieve significant progress in the economic and social fields. All of the country's successive development plans have taken account of the various population-related issues, including the relative increase in population growth rates that resulted from the waves of forced immigration whic Jordanian society has experienced since the 1940s and from rising fertility rates, which has led to an imbalance in the geographic distribution of the population, increased public assistance, unemployment, poverty and greater pressure on essential services.

Wishing to focus attention on population problems, to highlight their seriousness and to come up with effective solutions and remedies, the Governmen in 1984 created a National Population Commission. At the welcome initiative of Her Royal Highness Princess Basma bint Talal, the Government decided in 1988 to reorganize the Commission, broaden its mandate and provide it with a general secretariat to serve as its executive organ. The Commission established its permanent headquarters at the Queen Alia Fund for Benevolent Social Development

In early 1995, the Government approved the new structure of the Jordanian National Population Commission, which is chaired by the Minister of Labour and includes representatives of public and private entities active in the populatio field. The aim was to expand the Commission's scope of action and strengthen it role to enable it to better fulfil expectations for the next phase of the country's development, particularly by ensuring follow-up to the elaboration an later to the implementation of Jordan's National Population Strategy. One of the Commission's chief priorities in the early 1990s was to elaborate a Jordanian National Population Strategy whose objectives and content would be consistent not only with the essence and basic principles of the country's religion, civilization and culture but also with the economic and social dimensions of its national development objectives, and which would take into account the inter-relationship between population, resources, environment and development.

This Strategy is based on a scientific method and on the results of a number of surveys and studies conducted in the fields of health, culture, society, the economy and other population-related fields, as well as on recommendations emanating from local, regional and international seminars and conferences and from meetings organized in all parts of the Kingdom. The Jordanian National Population Commission was charged with coordinating and supervising the implementation of the definitive version of the Strategy, base on an approach that takes account of all variables together with their characteristics and impact on the development process as a whole, with emphasi on the need to respect cultural and social norms and deeply rooted social values.

Rationale and fundamental principles of the Strategy

1. The core principle underlying the Strategy is derived from the Islamic shariah and from the Jordanian Constitution and National Charter.

2. The Strategy is based on the principles of democracy and human rights and its main thrust is consistent with the values of Jordanian society that dictate the country's policies and its course of development aimed at fulfilling the aspirations of its society for a better life.

3. One of the goals of the Strategy is to bring about positive changes in population trends, since population is both the means and the end of socio-economic development.

4. The family has the right to have the number of children which it considers appropriate and to obtain the information and resources that would enable it to make decisions in this field in complete freedom and with respect for the precepts of genuine Islamic faith and for the civilization and values of Jordanian society.

5. Society must participate in the resolution of population problems and voluntarism has an important role to play in activities and programmes undertaken in this field.

6. An appropriate balance must be found between environmental and economic variables, taking into account the interaction between population, resources, environment and development and their repercussions.

7. A better balance must be achieved in the geographical distribution of the population in order to ensure a more effective interaction between population, land and capital within a context of balanced regional development.

8. One of the principal thrusts of the Strategy is the role of communication, information and education in the field of population, in particular the role of continuing education in overcoming population problems.

9. The promotion of maternal and child health is one of the fundamental principles of the Strategy, whose aim is to develop a healthy, strong and supportive society that offers comfort and progress to its members and to the family.

10. The National Population Strategy in its various dimensions is consistent with national planning objectives and complements other relevant Strategies, in particular the National Strategy for Women and its different areas of action.

I. ELEMENTS OF THE STRATEGY

1. Maternal and child welfare

Objectives

- To reduce the maternal mortality rate;
- To reduce the infant and post-infant mortality rate;
- To deal with the problem of handicaps.

Measures envisaged

- Creation of a centralized national documentation system on maternal and child illnesses and deaths;
- Support for the modernization of maternal health services through rehabilitation of pregnancy and post-delivery health clinics in all hospitals;
- Establishment of emergency mobile maternal health clinics in rural and remote areas of the country;
- Expansion and modernization of child welfare services in health clinics, health centres and hospitals and staffing them with paediatric nurses;
- Expansion and modernization of ongoing medical training for health sector workers in the field of maternal and child care;
- Support for studies and surveys in the field of maternal and child care and elaboration of programmes and projects aimed specifically at determining the causes of maternal and child deaths in Jordan;
- Implementation of the National Strategy for Children;
- Development of a health education pilot project for mothers;
- Elaboration of draft legislation governing premarital medical examinations;
- Provision of services for the treatment of the disabled;
- Establishment of centres to care for the disabled.

2. Family welfare, family planning and spacing of births

Objectives

- To expand the scope of family planning services;

- To increase the rate of utilization of family planning methods;
- To ensure the participation of private and non-profit organizations in the introduction and expansion of family planning services;
- To make better use of the family planning methods available in society;
- To develop effective methods for providing health information and education in family planning and in the importance of spacing births.

Measures envisaged

- Implementation of the national health programme's birth spacing action plan;
- Establishment of birth spacing clinics in all health centres;
- Encouragement of mothers to practice birth spacing and longer periods of breast-feeding;
- Promotion of greater public awareness and expansion of health education in the field of population and family planning through the organization of extensive and intensive campaigns that make use of all information media;
- Expansion of the role of non-profit and private institutions and associations in promoting awareness of the importance of birth spacing;
- Cooperation and coordination among the different components (public, private and non-profit) of the health sector in the field of family planning;
- Promotion of studies and surveys on family welfare, family planning and birth spacing and dissemination of the results through seminars and the media.

3. Information and communication on population matters

Objectives

- To promote awareness of the importance of population issues in all their dimensions and to highlight their impact on the well-being and progress of everyone and on the sustainable overall development of Jordanian society in order to encourage the development of positive attitudes to these issues.

Measures envisaged

- Modernization and diversification of the information sources, channels and programmes of the media - press, radio and television - in the population field and expansion of the scope of education activities on population issues in these media;

- Increased efforts to draw the attention of those responsible for information activities, including programme directors, producers, authors, commentators on current economic and social issues and journalists, to population issues, by organizing meetings, seminars and workshops on information and communication in the field of population;

- Inclusion of population issues in the information strategy of the official media, as an essential component of radio and television programming;

- Use of a scientific approach to the planning of information programmes on communication activities in the field of population.

4. Women and development

Objectives

- To reduce the illiteracy rate among women;

- To increase the rate of school attendance by girls at the secondary, vocational and higher levels;

- To increase the proportion of women in the active labour force for all economic activities;

- To reduce the rate of female unemployment;

- To increase the level of women's participation in public life and in politics.

Measures envisaged

- Increase in the number of women's literacy centres, modernization of their curricula and encouraging women to attend them;

- Introducing women to and educating them about issues related to marriage, divorce and reproduction and giving them freedom of choice;

- Improvement in the quality of study and training advisory and guidance services and encouraging girls to continue their studies at the secondary, vocational and higher levels, taking into account the requirements of the labour market; provision of support services to working women, in particular child-care centres and kindergartens;

- Changes to the law aimed at promoting greater participation by women in public and political life;

- Implementation of the legislative, political, economic, social, health and educational components of the National Strategy for Women;

5. Education

Objectives

- To achieve the goal of basic education for all and to combat the phenomenon of school drop-out;
- To improve the quality of basic education and ensure the acquisition by pupils of the minimum skills needed for everyday life and learning;
- To increase the rate of secondary school attendance and match it to the needs of society and of development;
- To expand and improve the quality of the school and vocational training system to ensure easier placement of graduates in the labour market and higher skill and productivity levels;
- To definitively overcome the problem of illiteracy, particularly among rural women.

Measures envisaged

- Improvement and optimization of measures and programmes to combat the phenomenon of drop-out in basic education;
- Strengthening of links between the school and its social environment with emphasis on overcoming the individual problems of pupils;
- Introduction of preventive and curative programmes for children with special educational needs in order to improve their academic performance;
- Ensuring effective communication between school and family, particularly through parent-teacher meetings;
- Encouraging preparation for vocational training, especially during basic primary education;
- Introduction of academic and occupational guidance programmes for pupils in basic education;
- Improvement in vocational training methods and programmes to better adapt them to the needs of the labour market;
- Development of information programmes to highlight the importance of vocational training and its role in development;
- Improvement of training programmes for teachers in order to enhance their performance;

- Introduction of an incentive system for teachers in order to enhance their performance in the educational process;
- Utilization of the results of the 1994 general population and housing survey in order to gain a better understanding of and to identify those areas in which illiteracy is most concentrated and then to review and improve the national plan to combat illiteracy;
- Conduct of appropriate measures to encourage illiterate persons to attend literacy courses in areas with high illiteracy rates, with emphasis on teaching literacy to women;
- Increased efforts to promote greater awareness and provide education in the field of population through information campaigns aimed at illiterate groups, particularly women;
- Increase in the proportion of educational programmes on radio and television aimed at non-working women;
- Efforts to include courses on population and the environment in school curricula at all levels of education.

6. Population and labour force

Objectives

- To develop the country's human resources and organize their entry into the labour market;
- To increase the rates of female employment;
- To reduce unemployment rates;
- To encourage the replacement of foreign workers by local workers in the various areas of activity;
- To promote employment in those sectors and occupational levels which do not attract sufficient numbers of local workers;

Measures envisaged

- Survey of requirements of Jordan's labour market with a view to adapting teaching, education and training programmes to better respond to these requirements;
- Greater investment in projects with high job-creation potential;
- Opening up of foreign markets to Jordanian workers at all levels, particularly those with skills and qualifications, in order to reduce unemployment and increase remittances from abroad;

- Encouraging the entry of women into the labour market by providing the support services needed for that purpose;
- Organization of the foreign labour market and incentives for employers to make greater use of local workers in the different sectors of activity;
- Use of appropriate technologies in projects in order to increase employment opportunities;
- Development of general and specialized training programmes aimed at increasing labour productivity;
- Training of local workers and preparing them for employment in all sectors and at all levels to enable them to replace foreign workers;
- Establishment of specialized occupational training institutes for disabled persons to facilitate their insertion in the labour market;
- Ensuring the effective implementation of laws and regulations governing the prohibition of children from working.

7. Population and environmental resources

Objectives

To seek to establish a balance between population and environmental resources, by achieving the following objectives:

- To redress the imbalance between the supply of and demand for water;
- To redress the imbalance between local production and demand for food products;
- To ensure more effective utilization of local energy sources;
- To achieve a balance between population size and environmental conditions;
- To achieve a more balanced geographic distribution of population between urban and rural areas.

Measures envisaged

- Increased capacity of the Water and Electricity Office;
- Ensuring more rational use of water and electricity;
- Increased construction of dams;
- Increase in the production capacity and level of technology employed in agriculture;

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- Encouragement of scientific research in the fields of energy, the environment and resources;
- Implementation of the various components of the Jordanian National Strategy for the Environment;
- Elaboration of standardized legislation for the protection of the environment;
- Promotion of public awareness and education about the environment within society;
- Relieving population pressure in over-populated urban areas and introduction of incentives to return to rural areas.

8. Population and housing

Objectives

- To enable all families to secure suitable housing at an affordable cost;
- To limit the spread of high-cost luxury housing;
- To encourage the public and private sectors to invest in the construction of low-income housing;
- To protect the environment by limiting the use of agricultural lands for housing purposes;
- To provide essential collective services to communities, including transport, education, health, water and electricity, medical advice and waste disposal.

Measures envisaged

- Conduct of studies on urbanization and urban growth with a view to utilizing the results in urban planning;
- Establishment of a comprehensive land-use plan for the Kingdom as a whole;
- Development of plans and programmes for low-income housing;
- Introduction of a set of reforms to encourage the private sector to invest in low-income housing;
- Elaboration of policies designed to limit the spread of luxury housing;
- Stage-by-stage implementation of urban master plans in order to make better use of public and other services.

II. INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF THE STRATEGY

The Jordanian National Population Commission, through its general secretariat, is responsible for supervising the follow-up of the implementation of the sectoral strategies. It does so with the parties responsible for carrying out the strategy programmes in each sector, namely, the ministries, institutions, administrations, universities and voluntary organizations. Each of these is responsible for formulating and carrying out, in its areas of competence and activity, the programmes, activities and projects which, taken together, will achieve the goals of the Jordanian national population strategy.

The Commission deems it necessary to use the following tools and methods to follow up the implementation of the Strategy with the other parties concerned:

1. Bring population issues into focus and gain the support of institutions, entities and groups in favour of regulating these issues.

2. Assign the highest priority to the smooth implementation of this Strategy by establishing working groups and designating focal points with all the institutions and parties concerned with population issues in the public, private and voluntary sectors, in order to optimize the efforts to achieve the goals of the Strategy.

3. Ensure that population and development issues are taken into account in socio-economic development plans and participate effectively in formulating such plans in order to highlight the importance of population in development planning and the importance of balancing resources and population.

4. Draw up an annual plan showing all the activities to be carried out, taking into account priorities and favourable conditions.

5. Continue to open channels of dialogue and communication with all the parties - public, private and voluntary - responsible for programmes and projects in the population field and organize regular meetings for this purpose.

6. Ensure, under the decree of the Council of Ministers dated 27 December 1994, conferring on the Jordanian National Population Commission the role of a resource base for population issues, the gathering of publications and data from all the parties - public, private and voluntary - concerned with population issues and activities, and deposit this information with the Centre for Population Data so that it can be used in assessment and follow-up activities and research.

7. Support the holding of lectures, seminars and workshops to improve the knowledge of population issues in all relevant fields.

8. Encourage research and studies on this subject, including field surveys and data gathering and validation.

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9. Carry out a special yearly assessment of plans and results in order to determine the extent to which the goals of the Strategy have been achieved and what obstacles have been encountered.

10. Institute or intensify communications with various international, regional and local organizations and institutions in order to exchange skills, information and participation in support of activities and programmes in the population field.
